



**Fiscal Year  
2013**

**Military  
Retirement  
Fund  
Audited  
Financial  
Report**



**DECEMBER 9, 2013**

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**Management's Discussion and Analysis**  
**Summary of the Military Retirement System**  
**For the Years Ended September 30, 2013 and 2012**

**REPORTING ENTITY**

The reporting entity is the Department of Defense (DoD) Military Retirement Fund (MRF, or "Fund"). The Military Retirement System (MRS) provides benefits for military members' retirement from active duty and the reserves, disability retirement benefits, and survivor benefits. The MRF accumulates funds to finance, on an actuarial basis, the liabilities of DoD under military retirement and survivor benefit programs.

Within DoD, the operations of the MRS are jointly overseen by the:

- (1) Office of the Under Secretary of Defense (Comptroller) (OUSD(C)),
- (2) Defense Finance and Accounting Service (DFAS), and
- (3) Office of the Under Secretary of Defense for Personnel and Readiness (OUSD(P&R)).

DFAS is responsible for the accounting, investing, payment of benefits, and reporting of the MRF. The DoD Office of the Actuary (OACT) within OUSD(P&R) calculates the actuarial liability of the MRF. The Office of Military Personnel Policy within OUSD(P&R) issues policy related to MRS benefits. While the MRF does not have a specified Chief Financial Officer (CFO), the OUSD(C) has oversight of the MRF's financial reporting processes.

The Fund was established by Public Law (P.L.) 98-94 (currently Chapter 74 of Title 10, U.S.C.) starting October 1, 1984. The Fund is overseen by an independent, three-member Secretary of Defense-appointed DoD Board of Actuaries ("Board"). The Board is required to review valuations of the MRS, determine the method of amortizing unfunded liabilities, report annually to the Secretary of Defense, and report to the President and the Congress at least once every four years on the status of the MRF. OACT provides all technical and administrative support to the Board.

In Fiscal Year (FY) 2013, the MRF paid out approximately \$54.7 billion in benefits to military retirees and survivors. In FY 2012, the MRF paid out approximately \$52.5 billion.

The Fund receives income from three sources: (1) normal cost payments from the Services and U.S. Treasury; (2) payment from the U.S. Treasury to amortize the unfunded liability; and (3) investment income.

During FY 2013, the MRF received approximately \$20.5 billion in normal cost payments, a \$74.5 billion payment from the U.S. Treasury consisting of both an amortization and concurrent receipt payment, and earned approximately \$15.0 billion in investment income, net of premium/discount amortization and accrued inflation compensation. In comparison, in FY 2012 the MRF received approximately \$21.9 billion in normal cost payments, a \$70.1 billion payment from the U.S. Treasury consisting of both an amortization and concurrent receipt payment, and

## Management's Discussion and Analysis

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earned approximately \$12.5 billion in investment income, net of premium/discount amortization and accrued inflation compensation (see the Financial Performance Overview section for an explanation of the changes).

### THE FUND

#### *General Benefit Information*

The MRS covers members of the Army, Navy, Marine Corps, and Air Force; however, most of the provisions also apply to retirement systems for uniformed service members of the Coast Guard (administered by the Department of Homeland Security), the Public Health Service (administered by the Department of Health and Human Services), and the National Oceanic and Atmospheric Administration (administered by the Department of Commerce). This report applies only to members in plans administered by the DoD.

The MRS is a funded, noncontributory, defined benefit plan that includes non-disability retired pay, disability retired pay, survivor annuity programs, and Combat-Related Special Compensation. The Service Secretaries may approve immediate non-disability retired pay at any age with credit of at least 20 years of active duty service. Reserve retirees must be at least 60 years old and have at least 20 qualifying years of service before retired pay commences; however, in some cases, the age can be less than 60 if the reservist performs certain types of active service. P.L. 110-181 provides for a 90-day reduction in the reserve retirement age from age 60 for every 3 months of certain active duty service served within a fiscal year for service after January 28, 2008 (not below age 50). There is no vesting of benefits before non-disabled retirement.

There are distinct non-disability benefit formulas related to three populations within the MRS.

- 1) Final Pay: Military personnel who first became members of a uniformed service before September 8, 1980, have retired pay equal to final basic pay times a multiplier (final basic pay refers to terminal pay of the member). The multiplier is equal to the product of 2.5% and years of service.
- 2) High-3: If the retiree first became a member of a uniformed service on or after September 8, 1980, the average of the highest 36 months of basic pay is used instead of final basic pay.
- 3) Career Status Bonus (CSB)/Redux: Those who first became a member of a uniformed service on or after August 1, 1986, may choose between a High-3 and CSB/Redux retirement. Those who elect CSB/Redux also have retired pay computed on a base of the average of their highest 36 months of basic pay and receive the CSB outlined below; however, their retired pay is subject to a penalty if they retire with less than 30 years of service; at age 62, their retired pay is recomputed without the penalty. Members make this election during their fifteenth year of service and may receive the CSB of \$30,000 in either a lump sum or installments. Those who elect CSB/Redux must remain continuously on active duty until they complete 20 years of active duty service or forfeit a portion of the \$30,000 (exceptions include death and disability retirement).

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Retiree and annuitant pay are automatically adjusted annually by cost-of-living adjustments (COLAs) to protect the purchasing power of the initial benefit. Members first entering a uniformed service before August 1, 1986, and those entering on or after that date who do not elect CSB have their benefits adjusted by the percentage increase in the Consumer Price Index (CPI). This is commonly referred to as “full CPI protection.” Benefits for members who entered on or after August 1, 1986, and who elect CSB are increased by the CPI minus 1% (except when the CPI increase is less than or equal to 1%, when it is increased by the full CPI). At age 62, or when the member would have been age 62 (for a survivor annuity), the benefits are restored to the amount that would have been payable had the full COLA been in effect. This restoral is in combination with that described in the previous paragraph; however, after this restoral, partial indexing (CPI minus 1%) continues for future benefit payments.

The FY 2011 National Defense Authorization Act (NDAA), P.L. 111-383, required that amounts of retired pay due to a retired member of the uniformed services shall be paid on the first day of each month beginning after the month in which the right to such pay accrues. This means that when the first day of the month falls on a non-business day (weekend / holiday), the pay must be paid the preceding business day. The law does not apply to survivor annuitant pay and Combat-Related Special Compensation. It will result in retirees receiving 13 payments in some fiscal years and 11 payments in others, with 12 payments occurring in most fiscal years.

### ***Non-Disability Retirement from Active Service***

The current retirement system allows for voluntary retirement at any age upon completion of at least 20 years of service, subject to Service Secretary's approval. The military retiree immediately receives retired pay calculated as base pay multiplied by the specified factor. “Base pay” is equal to terminal basic pay if the retiree first became a member of a uniformed service before September 8, 1980; for all other members, “base pay” is equal to the average of the highest 36 months of basic pay. The factor is equal to 2.5% multiplied by the number of years of service, rounded down to the nearest month.

Members who first entered a uniformed service on or after August 1, 1986, who elect CSB/Redux and who retire with less than 30 years of service, receive a temporary penalty until they reach the age of 62. This penalty reduces the factor used to compute retired pay by one percentage point for each full year of service under 30 years. For example, the multiplier for a 20-year retiree would be 40% (50% minus 10%, where 50% equals 20 years multiplied by 2.5%) of base pay. At age 62, the retired pay is recomputed with the penalty removed. See Tables 1 and 2.

**TABLE 1**  
**MILITARY RETIREMENT SYSTEM PROPERTIES**  
 (FOR NONDISABILITY RETIREMENT FROM ACTIVE DUTY)

<b>Benefit System</b>	<b>Final Pay</b>	<b>High-3 (HI-3)</b>	<b>Career Status Bonus (CSB)/Redux</b>
Applies to Member Who:	First became member of a uniformed service before September 8, 1980	First became member of a uniformed service on or after September 8, 1980 and prior to July 31, 1986, and members joining after July 31, 1986 who elect not to accept the CSB at the 15-year anniversary	First became member of a uniformed service on or after August 1, 1986 and elect to accept the CSB with additional 5-year service obligation
Retired Pay Computation Basis	Final basic pay rate	Highest 36 months of basic pay rate	Highest 36 months of basic pay rate
Multiplier	2.5% per year of service	2.5% per year of service	2.5% per year of service less 1% for each year of service less than 30 (restored at age 62)
Cost-of-Living Adjustment Mechanism	Full Clerical Worker Consumer Price Index (CPI-W)	Full CPI-W	Full CPI-W minus 1% (one-time catch-up at age 62)
Lump Sum Bonus	--	--	\$30,000 CSB payable at 15-year anniversary upon assumption of 5-year obligation to remain on continuous active duty



**TABLE 2**  
**MILITARY RETIREMENT SYSTEM MULTIPLIERS**  
 (FOR NONDISABILITY RETIREMENT FROM ACTIVE DUTY)

Years of Service	Final Pay/Hi-3 Multiplier	<u>CSB/Redux Multiplier</u>	
		Before Age 62	After Age 62
20	50.0%	40.0%	50.0%
21	52.5	43.5	52.5
22	55.0	47.0	55.0
23	57.5	50.5	57.5
24	60.0	54.0	60.0
25	62.5	57.5	62.5
26	65.0	61.0	65.0
27	67.5	64.5	67.5
28	70.0	68.0	70.0
29	72.5	71.5	72.5
30	75.0	75.0	75.0
31	77.5	77.5	77.5
32	80.0	80.0	80.0
33	82.5	82.5	82.5
34	85.0	85.0	85.0
35	87.5	87.5	87.5
36	90.0	90.0	90.0
37	92.5	92.5	92.5
38	95.0	95.0	95.0
39	97.5	97.5	97.5
40	100.0	100.0	100.0
41	102.5	102.5	102.5
42	105.0	105.0	105.0

As of September 30, 2013, there were approximately 1.47 million non-disability retirees from active duty receiving retired pay. In FY 2013, non-disability retirees were paid approximately \$43.20 billion.

As of September 30, 2012, there were approximately 1.47 million non-disability retirees from active duty receiving retired pay. In FY 2012, non-disability retirees were paid approximately \$42.34 billion.

## Management's Discussion and Analysis

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### *Disability Retirement*

A military member in an active component or on active duty for more than 30 days who is found unfit for duty is entitled to disability retired pay if the disability:

- 1) is incurred while entitled to basic pay;
- 2) is neither the result of the member's intentional misconduct nor willful neglect;
- 3) was not incurred during a period of unauthorized absence; and
- 4) either:
  - a. the member has at least 20 years of service; or
  - b. the disability is rated at least 30% under the Department of Veterans Affairs (VA) Schedule of Rating Disabilities and one of the following conditions is met:
    - i. the disability was not noted at the time of the member's entrance on active duty (unless clear and unmistakable evidence demonstrates that the disability existed before the member's entrance on active duty and was not aggravated by active military service);
    - ii. the disability is the proximate result of performing active duty;
    - iii. the disability was incurred in the line of duty in time of war or national emergency; or
    - iv. the disability was incurred in the line of duty after September 14, 1978.

Under certain conditions, members on active duty for 30 days or less or on inactive-duty training are also entitled to disability retired pay for disabilities incurred or aggravated in the line of duty.

In disability retirement, the member may elect to receive retired pay equal to either:

- 1) the accrued non-disability retirement benefit regardless of eligibility to retire; or
- 2) the computed base pay multiplied by the rated percent of disability.

Except for members with more than 30 years of service, the benefit cannot exceed 75% of base pay. The excess of the accrued non-disability retirement benefit over the disability pay is subject to federal income taxes if the member had service on or before September 24, 1975. Otherwise, disability retired pay is tax-exempt only for those disabilities that are combat or hazardous duty related. The base pay is equal to final basic pay if the retiree first became a member of a uniformed service before September 8, 1980; otherwise, base pay is equal to the average of the highest 36 months of basic pay.

Members whose disabilities may not be permanent are placed on a temporary-disability retired list and receive disability retirement pay just as if they were permanently disabled; however, the member must be physically examined every 18 months for any change in disability, with a final determination made within five years. The temporary disability pay is calculated like the permanent disability retired pay, except the payment cannot be less than 50% of base pay.

Members who elected the CSB/Redux retirement option, but who retired for disability, are not subject to the reduced CSB/Redux retired pay multiplier and are awarded retired pay based on the disability retirement rules outlined above. However, such members continue to be subject to the reduced CPI (with age 62 restoral) as Career Status Bonus recipients.

## Management's Discussion and Analysis

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Recent Congressional action has been directed toward the care of disabled retirees and veterans. P.L. 110-181 established the Physical Disability Board of Review (PDBR). The PDBR has the authority to reexamine the files of veterans medically separated with ratings under 30% between September 11, 2001, and December 31, 2009, and potentially offer disability retirements. The PDBR is expected to review files for approximately 77,000 veterans.

As of September 30, 2013, there were approximately 102,000 disability retirees receiving retired pay. In FY 2013, disability retirees were paid approximately \$1.45 billion.

As of September 30, 2012, there were approximately 96,000 disability retirees receiving retired pay. In FY 2012, disability retirees were paid approximately \$1.39 billion.

### ***Reserve Retirement***

Members of the reserves may retire after 20 qualifying years of creditable service; however, reserve retired pay is not payable until age 60 unless the member performs certain types of active duty or active service specified in NDAA 2008 (P.L. 110-181). In these cases, the age at which the reserve retiree may collect is reduced below age 60 by 3 months for every 90 days of such service performed within a fiscal year. However, the age cannot go below 50, and eligibility for subsidized retiree health benefits remains at age 60 even if the eligibility age for receipt of retired pay is affected.

Reserve retired pay is computed as base pay multiplied by 2.5% for each year of service. If the reservist was first a member of a uniformed service before September 8, 1980, base pay is defined as the active duty basic pay in effect for the retiree's grade and years of service at the time retired pay begins. If the reservist first became a member of the armed services on or after September 8, 1980, base pay is the average basic pay for the member's grade in the highest 36 months computed as if he/she was on active duty for the entire period preceding retired pay commencement. The years of service are determined using a point system, where 360 points convert to one year of service. Typically, one point is awarded for one day of active duty service (e.g. active duty training) or one inactive duty training (IDT) drill attendance. Reservists often perform two IDT periods in one day, thereby receiving two retirement points per day. In addition, 15 points are awarded for completion of one year's membership in a reserve component. A creditable year of service is one in which the member earned at least 50 points. A member generally cannot retire with less than 20 creditable years, although points earned in non-creditable years are used in the retirement calculation.

Beginning with years of service that include October 30, 2007, non-active duty points are limited to no more than 130 in any one year. Lower point limitations have applied in the past.

As of September 30, 2013, there were approximately 382,000 reserve retirees receiving retired pay. In FY 2013, reserve retirees were paid approximately \$5.68 billion.

As of September 30, 2012, there were approximately 374,000 reserve retirees receiving retired pay. In FY 2012, reserve retirees were paid approximately \$5.44 billion.

## Management's Discussion and Analysis

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### *Survivor Benefits*

Legislation originating in 1953 provided optional survivor benefits, later referred to as the Retired Servicemen's Family Protection Plan (RSFPP). The plan proved to be expensive to the participants and inadequate, since the survivor annuities were not adjusted for inflation and could not exceed 50% of retired pay. RSFPP was designed to be self-supporting in the sense that, on average, the present value of the premiums equaled the present value of the survivor annuity.

On September 21, 1972, RSFPP was replaced by the Survivor Benefit Plan (SBP) for new retirees. RSFPP still covers those servicemen retired before 1972 who did not convert to the new plan or who retained RSFPP in conjunction with SBP.

Retired pay is reduced, before taxes, for the member's cost of SBP. Total SBP costs are shared by the government and the retiree, so the reductions in retired pay are only a portion of the total cost of the SBP program.

The SBP survivor annuity is 55% of the member's base amount. The base amount is elected by the member, but cannot be less than \$300 or more than the member's full gross monthly retired pay, with one exception. If the member elects CSB/Redux and is subject to a penalty for service under 30 years in the calculation of retired pay, the maximum base amount is equal to the full retired pay without the penalty. However, the annuity for a survivor of a CSB/Redux retiree is subject to the reduced COLA.

When SBP started in 1972, survivor benefits for those 62 and older were reduced by the estimated amount of Social Security for which the survivor would be eligible based on the member's military pay. In 1985, that reduction formula was changed so all annuitants 62 and over received a reduced flat rate of 35% of the member's base amount. Beginning October 1, 2005, the reduced rate at age 62 was phased out in 5% increments. On April 1, 2008, the survivor benefit reduction at age 62 was fully eliminated and the rate of 55% of the member's elected base amount became the standard for all survivors, regardless of age.

Prior to FY 1987, the survivor annuity benefit for a surviving spouse who remarried before age 60 was suspended. In FY 1987, SBP changed to suspend benefits when the remarriage occurred at the age of 55. If the remarriage ends in divorce or death, the annuity is reinstated.

Members who died on active duty, or in the line of duty on or after September 11, 2001, are assumed to have retired with full disability on the day they died and to have elected full SBP coverage for spouses, former spouses, and/or children. Insurable interest elections may be applicable in some cases. These benefits have been improved and expanded over the history of the program.

The surviving spouse (or dependent children, if there is no surviving spouse or if the spouse subsequently dies) of a reservist who dies in the line of duty while performing IDT service is entitled to an SBP annuity based on the reservist's years of service.

SBP annuities generally are reduced by any VA survivor benefits (Dependency and Indemnity Compensation (DIC)), and all premiums relating to the reductions are returned to the survivor.

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The FY 2008 NDAA enacted, and the Family Smoking Prevention and Tobacco Control Act of 2009 (P.L. 111-31) revised, a temporary Special Survivor Indemnity Allowance (SSIA) that pays a monthly amount (\$50 in FY 2009 grading up to \$310 in FY 2017) to survivors with a DIC offset. The authority for the allowance ends in 2017.

The relationship between SBP and DIC has been the subject of litigation in the U.S. Court of Appeals. As a result of the "Sharp Case" ruling, the SBP benefit of survivors with entitlement to both DIC and SBP who remarry after age 57 is not reduced by DIC benefits received.

As with retired pay, SBP annuities and premiums are increased annually with COLAs. These COLAs are either full or partial CPI increases, depending on the benefit formula covering the member. If a member who elected the CSB dies before the age of 62, the survivor's benefit is subject to partial COLAs and his/her annuity increased, on what would have been the member's 62nd birthday, to the amount that would have been payable had full COLAs been in effect. Partial COLAs continue annually thereafter.

For reserve retirees, the retired pay reductions applicable under SBP take effect for survivor coverage after a reservist turns 60 (or earlier if they have certain active service) and begins to receive retired pay. The Reserve Component Survivor Benefit Plan (RCSBP) provides annuities to survivors of reservists who die before age 60 (or earlier if they have certain active service) provided they attained 20 years of qualified service and elected to participate in the program (or were within their 90-day election window after receiving a letter confirming 20 years of credible service). However, if the death occurs either on active or inactive duty as described above, the survivor receives an annuity under SBP. The cost of RCSBP is borne completely by reservists through deductions from retired pay.

Beginning October 1, 2008, a "paid-up" provision eliminated the reduction in retired pay for premiums for SBP, RCSBP, and RSFPP coverage for participants age 70 or older whose retired pay had been reduced for at least 360 months.

On June 26, 2013, the Supreme Court ruled that Section 3 of the Defense of Marriage Act (DOMA) is unconstitutional. In complying with this decision, DoD has drafted guidance to make SBP benefits available to same-sex spouses of military members and retirees.

As of September 30, 2013, there were approximately 290,000 survivors of military members receiving annuity payments. In FY 2013, survivors were paid approximately \$3.76 billion.

As of September 30, 2012, there were approximately 293,000 survivors of military members receiving annuity payments. In FY 2012, survivors were paid approximately \$3.72 billion.

### ***Temporary Early Retirement Authority (TERA)***

The FY 1993 NDAA (P.L. 102-484) granted temporary authority for the military services to offer early retirements to members with more than 15 but less than 20 years of service. The retired pay was calculated in the usual way, except that there was a reduction of 1% for every year below 20 years of service. Part or all of this reduction can be restored at age 62 if the retired member works in a qualified public service job during the period from the date of

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retirement to the date on which the retiree would have completed 20 years of service. Unlike members who leave military service before 20 years with Voluntary Separation Incentives or Special Separation Benefits, these early retirees are generally treated like regular military retirees for the purposes of other retirement benefits. This authority expired on September 1, 2002.

The FY 2012 NDAA (P.L. 112-81) reinstated TERA from January 2012 through December 2018, but without the qualified public service provision. The reinstatement of TERA is on a much smaller scale than the FY 1993 authority.

As of September 30, 2013, there were approximately 58,000 TERA retirees receiving retired pay. In FY 2013, TERA retirees were paid approximately \$974 million.

As of September 30, 2012, there were approximately 57,000 TERA retirees receiving retired pay. In FY 2012, TERA retirees were paid approximately \$944 million.

### ***Cost-of-Living Increase***

All non-disability retirement, disability retirement, and most survivor annuities are adjusted annually for inflation. COLAs are automatically scheduled to occur every 12 months, on December 1, to be reflected in checks issued at the beginning of January.

The “full” COLA, effective December 1, is computed by calculating the percentage increase in the average CPI from the third quarter of the prior calendar year to the third quarter of the current calendar year. The increase is based on the Urban Wage Earner and Clerical Worker Consumer Price Index (CPI-W) and is rounded to the nearest tenth of one percent. Many members receive a “partial” COLA on December 1 of their first year of retirement to reflect the fact that they were not retired for the full year. Members under the Final Pay benefit system may receive an additional one-time COLA adjustment in the first year of retirement to reflect the fact that an earlier retirement date would have been beneficial for them.

The benefits of retirees (and most survivors) are increased annually with the full COLA, except for those first entering the armed services on or after August 1, 1986, who elect the \$30,000 CSB. Their benefits are increased annually with a partial COLA equal to the full COLA minus 1% (except if the full COLA is less than or equal to 1%). A one-time restoral is given to a partial COLA recipient on the first day of the month after the retiree's 62nd birthday. At this time, retired pay (or the survivor benefit, if the retiree is deceased) is increased to the amount that would have been payable had full COLAs been in effect. Annual partial COLAs continue after this restoral.

## **FUND RELATIONSHIPS**

### ***Department of Veterans Affairs Benefits***

The VA provides compensation for Service-connected and certain non-Service-connected disabilities. These VA benefits can be in place of or in combination with DoD retired pay, but through December 31, 2003, were not fully additive. Since VA benefits are exempt from federal income taxes, it is often to the advantage of a member to elect them. Through calendar year

## Management's Discussion and Analysis

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2003, retired pay earned from the DoD for military service was offset by any payment received from VA for a VA-rated disability. Beginning with NDAA 2004 (P.L. 108-136), a series of legislation has been enacted that increasingly reduces or eliminates the offset to military retired pay due to receipt of VA disability compensation. Members with a combined VA disability rating of 50% or greater who have at least 20 years of service will have their offset eliminated under the Concurrent Retirement and Disability Pay (CRDP) program. The CRDP program has a ten-year phase-in schedule that began in 2004; however, the offset is already fully eliminated for members whose disabilities are rated total (i.e., 100%) or make the individual unemployable. Members whose disability meets certain combat-related criteria can elect to receive payments against the offset under the Combat Related Special Compensation (CRSC) program. Under CRSC, members are not subject to a phase-in schedule, are not required to have at least 20 years of service, and are not required to have at least a 50% VA disability rating. Although CRSC amounts are calculated based on retired pay lost due to offset and are paid from the MRF, CRSC is not technically considered retired pay. CRSC payments are tax exempt. A member may not participate in both the CRDP and CRSC programs simultaneously, but may change from one to the other during an annual "open season."

VA benefits also overlap DoD survivor benefits through the DIC program. DIC is payable to survivors of veterans who die from Service-connected causes. Although an SBP annuity must be reduced by the amount of any DIC benefit, all SBP premiums relating to the reduction in benefits are returned to the survivor. The FY 2008 NDAA enacted, and the Family Smoking Prevention and Tobacco Control Act of 2009 (P.L. 111-31) revised, a temporary Special Survivor Indemnity Allowance that pays a monthly amount (\$50 in FY 2009 grading up to \$310 in FY 2017) to survivors with a DIC offset. The authority for this allowance ends in 2017.

The offset relationship between SBP and DIC has been the subject of litigation in the U.S. Court of Appeals. As a result of the "Sharp Case" ruling, the SBP benefit of survivors with entitlement to both DIC and SBP who remarry after age 57 is not reduced by DIC benefits received.

### ***Other Federal Service***

For military retirement purposes, no credit is given for other federal service, except for TERA and where cross-service transferability is allowed. Military service is generally creditable toward the federal civilian retirement systems if military retired pay is waived. However, a deposit (equal to a percentage of post-1956 basic pay) must be made to the Civil Service Retirement and Disability Fund in order to receive credit. Military service is not generally creditable under both systems (but is for reservists and certain disability retirees). Military retirees may qualify separately for Civil Service retirement and receive concurrent pay from both systems.

### ***Retired Pay to Military Compensation***

Basic pay is the only element of military compensation upon which non-disability retired pay is based and entitlement is determined. Basic pay is the principal element of military compensation that all members receive, but it is not representative of salary levels in the public and private sectors for comparative purposes. Reasonable comparisons can be made to regular military compensation (RMC). RMC is the sum of (1) basic pay; (2) the housing allowance, which varies

## Management's Discussion and Analysis

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by grade, location, and dependency status; (3) the subsistence allowance; and, (4) the tax advantages accruing to allowances because they are not subject to Federal income tax. Basic pay represents approximately 69% of RMC for all retirement eligible members. For the 20-year retiree, basic pay is approximately 67% of RMC. Consequently, a member retired with 20-years of service and entitled to 50% of basic pay only receives 34% of RMC. For a 30-year retiree, basic pay is approximately 72% of RMC and such member would be entitled to 75% of basic pay or 54% of RMC. Public Law 109-364 allows members, who retire after January 1, 2007, with greater than 30 years of service, to retire with entitlements exceeding 75% of basic pay. These relationships should be considered when military retired pay is compared to compensation under other retirement systems.

### *Social Security Benefits*

Many military members and their families receive monthly benefits indexed to the CPI from Social Security. As full participants in the Social Security system, military personnel are in general entitled to the same benefits and are subject to the same eligibility criteria and rules as other employees. Details concerning these benefits are covered in other publications.

Beginning in 1946, Congress enacted a series of amendments to the Social Security Act that extended some benefits to military personnel and their survivors. These "gratuitous" benefits were reimbursed out of the general fund of the U.S. Treasury. The Servicemen's and Veterans' Survivor Benefits Act brought members of the military into the contributory Social Security system effective January 1, 1957.

For the Old Age, Survivors, and Disability Insurance (OASDI) program, military members must contribute the employee portion of the OASDI payroll tax, with the federal government contributing the matching employer contribution. Only the basic pay of a military member constitutes wages for Social Security purposes. One feature of OASDI unique to military personnel grants a noncontributory wage credit of (i) \$300 for each quarter between 1956 and 1978 in which such personnel received military wages and (ii) up to \$1,200 per year after 1977 (\$100 of credit for each \$300 of wages, up to a maximum credit of \$1,200). The purpose of this credit is to take into account elements of compensation, such as quarters and subsistence, not included in wages for Social Security benefit calculation purposes. Under the 1983 Social Security amendments, the cost of the additional benefits resulting from the noncontributory wage credits for past service was met by a lump sum payment from general revenues, while the cost for future service will be met by payment of combined employer-employee tax on such credits as the service occurs. Payments for these wage credits ended in 2002.

Members of the military are also required to pay the Hospital Insurance payroll tax, with the federal government contributing the matching employer contribution. Medicare eligibility occurs at age 65, or earlier if the employee is disabled.



## Management's Discussion and Analysis

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### SIGNIFICANT CHANGES

#### *From FY 2012 to FY 2013*

Changes in the MRF valuation during FY 2013 included:

- 1) New economic assumptions due to the Federal Accounting Standards Advisory Board (FASAB) financial reporting Statement of Federal Financial Accounting Standards 33 (SFFAS No. 33), discussed further in Note 7, "Military Retirement Benefit Liabilities";
- 2) Refinement to reserve duty model rates;
- 3) Updated disability valuation factors; and
- 4) Miscellaneous minor valuation modeling updates

Items (1) – (4) are all classified as assumption changes in the actuarial valuation. Of the changes listed above, SFFAS No. 33, which provides standards for selecting discount rate assumptions and the valuation date for measuring pension liabilities, is the most substantial. SFFAS No. 33 requires the use of a yield curve based on marketable Treasury securities to determine the interest rates used to calculate actuarial liabilities for federal financial statements. Historical experience is the basis for expectations about future trends in marketable Treasury securities. The DoD Board of Actuaries approved items (2) – (4) at their July 2013 meeting. Item (1) is prescribed and therefore the resulting economic assumptions will be different than those assumed by the DoD Board of Actuaries for funding calculations.

There were no legislative benefit changes during FY 2013 which impacted the valuation. (The overturn of DOMA was estimated to have an immaterial impact on results.)

#### *For FY 2014*

In the current fiscal climate it is difficult to predict changes for any particular year. Over the next upcoming fiscal year the potential benefit changes with respect to the MRF include:

- 1) Reform of the MRS;
- 2) Budget Constraints (i.e., 'Sequestration');
- 3) Expansion of the SSIA;
- 4) Concurrent Receipt/DIC enhancements; and
- 5) Refinements to the active and reserve duty systems

OACT will propose updates to the actuarial assumptions underlying the valuation of the MRS to more accurately reflect emerging plan experience as changes are implemented.

### PERFORMANCE MEASURES

During FY 2013 and 2012, MRF made monthly disbursements to approximately 2.2 million retirees and annuitants.

There are many ways to measure the performance of a pension plan. Table 3 depicts a few common measures, specifically 1) Percent Funded, 2) Asset-to-Annuitant Liability Ratio, and 3) Effective Fund Yield. The last ten years are shown.

**TABLE 3**  
**MILITARY RETIREMENT SYSTEM**  
**PERFORMANCE MEASURES**

As of Sept. 30,	Percent Funded	Asset-to- Annuitant Liability Ratio	Effective Fund Yield
2013	31.8%	53.5%	3.1%
2012	29.0	49.2	2.9
2011	27.3	46.2	4.9
2010	25.6	43.2	3.2
2009	23.7	38.6	1.0
2008	22.0	35.4	6.2
2007	21.3	34.2	4.7
2006	21.6	34.5	5.9
2005	22.2	35.3	5.5
2004	22.5	36.9	5.4

**NOTES:**

- Percent Funded computed as total assets (from Balance Sheet) to actuarial accrued liability.
- Asset-to-Annuitant Liability Ratio computed as total assets (from Balance Sheet) to present value of future benefits for the annuitant population.
- Effective Fund Yield is the approximate fund yield over the course of the associated fiscal year.
- The MRF is invested solely in intragovernmental U.S. Treasury securities. Therefore, the above measures should be used with caution when compared with other retirement funds and cited in the appropriate context.

**PROJECTED LONG-TERM HEALTH OF THE FUND**

The projected long-term health of the MRF is adequate due to the fact that it has three different sources of funding. The first two sources are appropriated funds:

- 1) Annual payments from Treasury to amortize the unfunded liability and pay the normal cost of the concurrent receipt benefits; and
- 2) Monthly normal cost payments from the Services to pay for the current year's service cost.

The third source of funding, earnings on investments, is projected to be an increasing contribution to the MRF due to an increasing fund balance. All three of these sources can be considered secure sources of funding, backed by the full faith and credit of the U.S. Government.

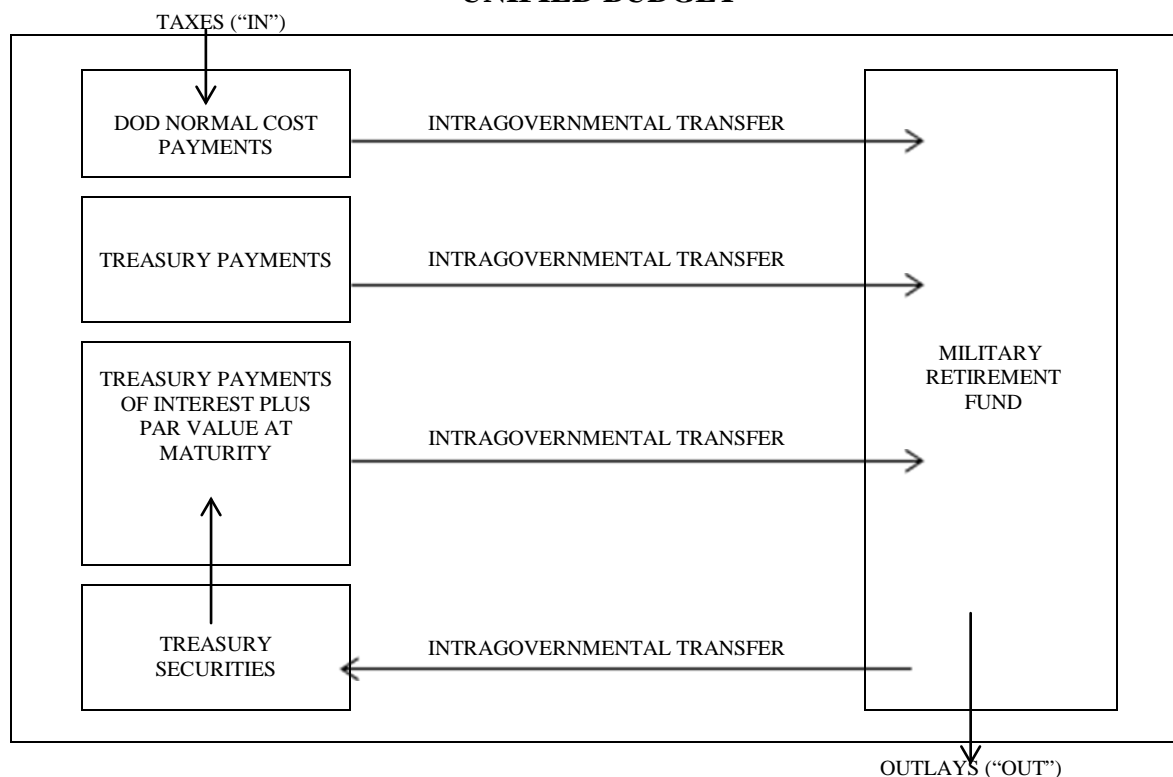
MRF investment policy mandates that securities will be held to maturity. Occasionally, however, securities in the portfolio are liquidated prior to their stated maturity date. MRF has the authority to sell all or part of a security early to meet cash flow/benefit payment requirements. During FY 2013, two securities were sold prior to their stated maturity. Inflationary interest realized on Treasury Inflation-Protected Securities was approximately \$500 million less than projected and required the early sale of approximately \$459 million of the portfolio to meet potential cash flow requirements and provide for adjustments and contingencies

under the worst-case contingency scenario. Historically, MRF holds cash in overnight securities in an amount equal to 110% of the following month's benefit. The inflationary interest shortfall caused the MRF cash balance to fall below 110% of the next required benefit payment. Without the early sale, there would have only been 101% of the next payment available in overnight securities, imposing too great a risk of the fund balance being exceeded.

### *Unified Budget of the Federal Government*

The MRF was created inside the Unified Budget of the federal government for the monies of the MRS. All three sources of fund income are intragovernmental transactions consisting of transfers from one government account to another. The only transactions in a particular year that directly affect the deficit of the Unified Budget are those that pass in or out of the government, such as tax collections ("in") and beneficiary payments ("out"). These intragovernmental transfers are debits and credits within the federal budget, with no direct effect on the deficit. Just as in the pay-as-you-go method, the only transactions that directly affect the deficit in the retirement system accounting process are payments to retirees and survivors (i.e. outlays/payments). The purchase of securities by the Fund does increase the national debt, specifically the portion of the debt held by the government – the portion held by the public does not change. See Figure 1.

**FIGURE 1  
UNIFIED BUDGET**



However, funding does have an effect on the DoD budget. With the normal cost payments (except for Concurrent Receipt) included in the DoD budget, policymakers now consider the impact on future retirement costs when they make manpower decisions, which could have a

## Management's Discussion and Analysis

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significant impact on future federal budgets. For example, if a decision were made today to double the size of the active duty and reserve forces, the DoD budget would automatically have an immediate increase in retirement obligations. Under the pay-as-you-go system, the retirement expenses would not necessarily be considered in the initial decision since they would not show up for 20 years.

The fact that MRF costs are fully recognized in advance provides greater benefit security over the long term. Also, when there is a retirement fund, the MRS is not as dependent on obtaining the necessary appropriation from Congress each year in order to pay benefits for that year. This can provide additional benefit security. As such, the existence of the Fund promotes a measure of “psychological security” for military members.

### *20-Year Projection*

Table 4 presents a projection of contributions to and disbursements from the MRF. It includes the dollar amounts as a percent of payroll. The Fund is projected to remain solvent over the 20-year projection period. Further, as long as the funding sources continue making the required payments to the MRF in a timely fashion, the Fund is projected to remain solvent well beyond the 20-year projection horizon.

The following projections were made for FY 2013:

- Basic pay for FY 2013 was projected to be \$63.7 billion.
- Normal cost payments were projected to be \$26.6 billion.
- The unfunded liability amortization payment was projected to be \$67.7 billion.
- Investment income was projected to be \$28.5 billion.
- Fund disbursements for FY 2013 were projected to be \$54.5 billion.

## Management's Discussion and Analysis

**TABLE 4**  
**MILITARY RETIREMENT SYSTEM**  
**PROJECTED FLOW OF PLAN ASSETS**  
(In Billions of Dollars and as a Proportion of Payroll)

Fiscal	Basic	Normal Cost		Amortization of		Investment		Fund		Fund Balance	
Year	Payroll	Payments		Unfunded Liability		Income		Disbursements		End of Year	
2014	\$65.0	\$27.4	(0.421)	\$72.9	(1.121)	\$30.7	(0.472)	\$55.3	(0.851)	\$570.8	(8.778)
2015	\$65.0	\$27.3	(0.421)	\$75.4	(1.161)	\$34.9	(0.538)	\$56.7	(0.873)	\$651.7	(10.034)
2016	\$65.2	\$27.4	(0.421)	\$78.1	(1.198)	\$39.5	(0.606)	\$58.3	(0.895)	\$738.4	(11.328)
2017	\$65.7	\$27.6	(0.420)	\$80.8	(1.229)	\$44.4	(0.675)	\$60.0	(0.912)	\$831.2	(12.645)
2018	\$67.3	\$28.3	(0.420)	\$83.6	(1.243)	\$49.6	(0.737)	\$61.4	(0.912)	\$931.3	(13.841)
2019	\$69.1	\$29.0	(0.420)	\$86.6	(1.254)	\$55.2	(0.800)	\$63.0	(0.913)	\$1,039.1	(15.047)
2020	\$70.9	\$29.7	(0.420)	\$89.6	(1.265)	\$61.3	(0.865)	\$64.7	(0.914)	\$1,155.0	(16.301)
2021	\$72.7	\$30.5	(0.419)	\$92.7	(1.275)	\$67.8	(0.933)	\$66.5	(0.915)	\$1,279.6	(17.596)
2022	\$74.6	\$31.3	(0.419)	\$96.0	(1.286)	\$74.8	(1.003)	\$68.8	(0.922)	\$1,412.9	(18.932)
2023	\$77.1	\$32.3	(0.419)	\$99.3	(1.289)	\$82.3	(1.068)	\$71.3	(0.924)	\$1,555.6	(20.178)
2024	\$79.6	\$33.4	(0.419)	\$102.8	(1.291)	\$90.3	(1.134)	\$74.1	(0.930)	\$1,708.0	(21.452)
2025	\$82.2	\$34.4	(0.419)	\$106.4	(1.294)	\$98.9	(1.202)	\$76.9	(0.935)	\$1,870.9	(22.747)
2026	\$85.0	\$35.6	(0.419)	\$110.1	(1.296)	\$108.0	(1.271)	\$79.5	(0.936)	\$2,045.1	(24.060)
2027	\$87.8	\$36.8	(0.419)	-\$13.3	(0.151)	\$110.8	(1.261)	\$82.2	(0.936)	\$2,097.1	(23.875)
2028	\$90.8	\$38.0	(0.418)	\$14.9	(0.164)	\$115.1	(1.268)	\$85.0	(0.937)	\$2,180.0	(24.013)
2029	\$93.8	\$39.3	(0.418)	\$19.0	(0.203)	\$119.9	(1.277)	\$87.9	(0.936)	\$2,270.3	(24.191)
2030	\$97.1	\$40.6	(0.418)	\$19.7	(0.203)	\$124.9	(1.286)	\$90.7	(0.935)	\$2,364.7	(24.362)
2031	\$100.5	\$42.0	(0.418)	\$20.4	(0.203)	\$130.1	(1.295)	\$93.6	(0.932)	\$2,463.6	(24.525)
2032	\$104.0	\$43.5	(0.418)	\$21.1	(0.203)	\$135.5	(1.303)	\$96.5	(0.928)	\$2,567.1	(24.683)
2033	\$107.6	\$45.0	(0.418)	\$21.8	(0.203)	\$141.2	(1.312)	\$99.7	(0.926)	\$2,675.5	(24.856)

### Notes

- The preceding projections assume a long-term 5.5% interest rate each year.
  - The projections will vary in the short-term depending on the actual economic experience.
  - The table is also presented in the September 30, 2013, 'Valuation of the Military Retirement System.'
- Note that the projection is based on FY 2012 MRF methods and assumptions.
- The above Fund Disbursements do not include the effect of NDAA 2011 (retired pay date change).

### Expected Problems

There are no foreseen major problems with respect to MRF that would require disclosure in the Management's Discussion and Analysis.

### *Investments*

FIGURE 2  
INVESTMENTS

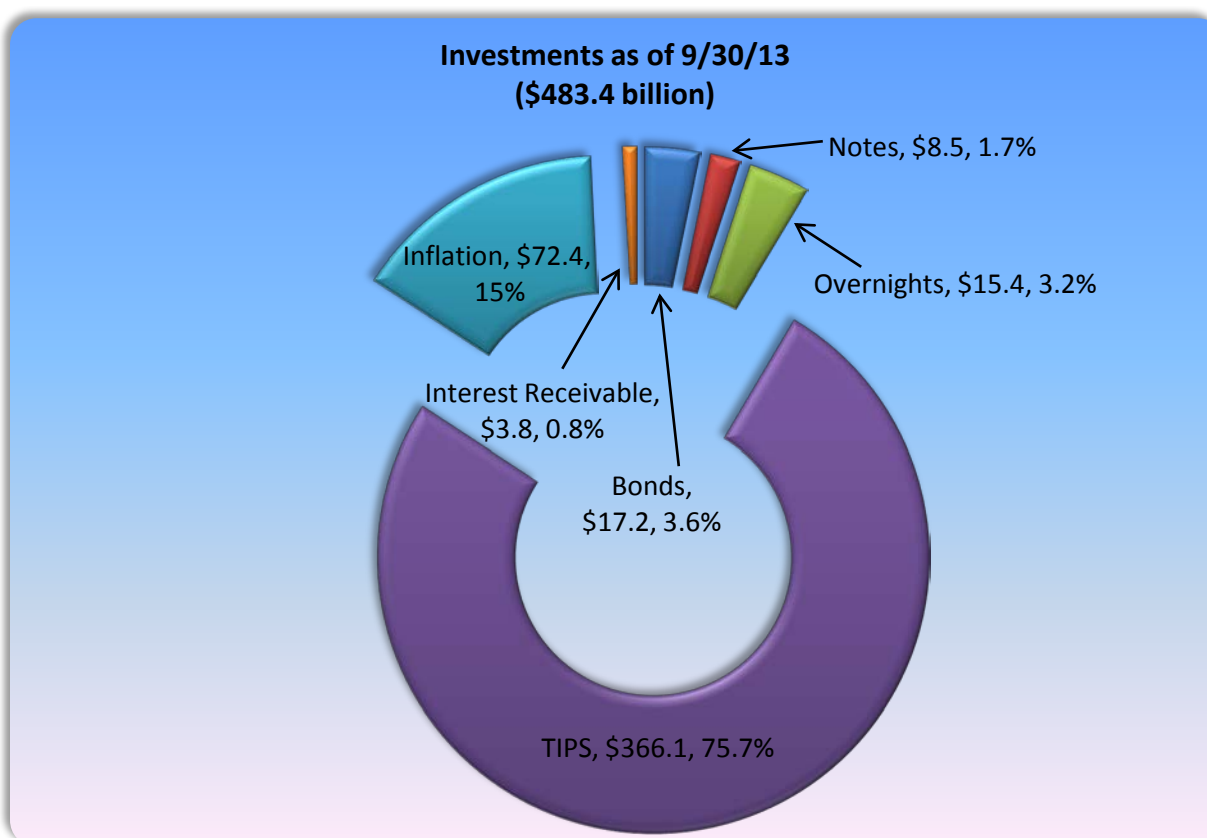


Figure 2 depicts the value (par, net of unamortized discount/premium) of investment holdings as of September 30, 2013.

### *Management Oversight*

The Fund receives management oversight from the DoD Investment Board established in September 2003. The members of the Investment Board are the Director, DFAS; the Deputy CFO, OUSD(C); and a senior military member, currently the Director, Army Budget. The Investment Board meets twice each fiscal year to consider investment objectives, policies, performance, and strategies with the goal of maximizing MRF's investment income. The Investment Board reviews MRF's law and Department of Treasury guidelines to ensure that MRF complies with broad policy guidance and public law. At the September 24, 2013 meeting, the Investment Board approved the FY 2014 investments recommended by the Investment Advisory Committee (a group of military reservists whose civilian expertise is investing). No changes were made to the Investment Policy Statement that incorporated all previously approved strategies into one document. This includes a ladder approach for investments and the "hold to maturity" policy.

### *Anticipated Changes between the Expected and Actual Investment Rate of Return*

The past decade has seen increased volatility in interest rates and equity markets, increasing deficits, volatility in the markets with regard to energy prices, elevated states of international conflict, increasing sovereign debt levels, unusual central banking monetary policy, and slow economic growth. These items have been a catalyst in the on-going discussion of implementing strong U.S. fiscal control and monetary policy among politicians. Active political management of the U.S. debt and annual deficit may create an opportunity to purchase Treasury market securities at higher rates of interest in the future. Conversely, uneasy equity markets tend to push participants toward government securities causing downward pressure on interest rates. There has also been a movement among private sector firms to increase pension plan investments in lower risk securities, which has been driven in part by an area of modern corporate financial theory known as financial economics. An investment strategy has been developed to shift toward U.S. Treasury Inflation-Protected Securities (TIPS) to hedge against any future inflation.

The Fund receives investment income from a variety of U.S. Treasury-based instruments such as bills, notes, bonds and overnight investment certificates. U.S. Treasury bills are short-term securities with maturities of less than one year issued at a discount. U.S. Treasury notes are intermediate securities with maturities of one to ten years. U.S. Treasury bonds are long-term debt instruments with maturities of greater than ten years. Overnight certificates are interest-based market securities purchased from the U.S. Treasury that mature the next business day and accrue interest based on the Federal Reserve Bank of New York survey of Reserve repurchase agreement rates.

The Fund also invests in TIPS, which are indexed for inflation. TIPS are fixed-rate instruments designed to protect against inflation and the principal amount is indexed to the CPI by adjusting the CPI at issuance to the current CPI; as inflation increases, so does the principal amount.

## FINANCIAL PERFORMANCE OVERVIEW

### Financial Data

Table 5 presents significant changes in the comparative financial statement information for the MRF.

**TABLE 5**  
**MILITARY RETIREMENT FUND**  
**ANALYSIS OF FINANCIAL STATEMENTS**  
For the Years Ended September 30, 2013 and 2012  
(\$ in Thousands)

	<u><b>2013</b></u>	<u><b>2012</b></u>	<u><b>Difference Increase / (Decrease)</b></u>	<u><b>% Change</b></u>
<b><i>BALANCE SHEETS</i></b>				
Investments				
Intragovernmental Investments	\$483,404,715	\$427,867,449	\$55,537,266	13%
Liabilities				
Military Retirement and Other Federal Employment Benefits	\$1,524,223,046	\$1,481,970,006	\$42,253,040	3%
<b><i>STATEMENTS OF NET COST</i></b>				
Net Cost of Operations	(\$13,282,181)	\$64,964,891	(\$78,247,072)	(120%)
<b><i>STATEMENTS OF BUDGETARY RESOURCES</i></b>				
Net Outlays	(\$13,456,113)	(\$15,962,551)	\$2,506,438	(16%)

### ***BALANCE SHEETS***

- Intragovernmental Investments: Total Intragovernmental Securities, Net Investments increased \$55.5 billion (13%) primarily due to the MRF purchase of \$65.2 billion in additional securities. The increase is due to normal growth in the MRF from contributions from the U.S. Treasury and the Military Services, net of benefits paid. The annual investment of these funds has a cumulative effect with an expectation that invested balances will continue growing to cover future benefits.

- Military Retirement and Other Federal Employment Benefits: The present value of the Military Retirement and Other Federal Employment Benefits liability increased \$42.3 billion (3%). There was the expected actuarial liability increase of \$44.7 billion from normal cost and interest costs, offset by benefit payments. Regarding actuarial assumption changes, there was an increase of \$27.2 billion primarily due to a lower interest rate and associated changes in long-term salary increase and inflation assumptions related to requirements prescribed by Statement of Federal Financial Accounting Standards (SFFAS) 33. Additionally, this increase was offset by a decrease of \$15.3 billion due to reserve valuation model refinements, updated disability valuation factors, and other miscellaneous modeling updates. Further, there was an experience gain (i.e., decrease) of \$14.7 billion which reflects other economic and demographic experience being different than assumed.

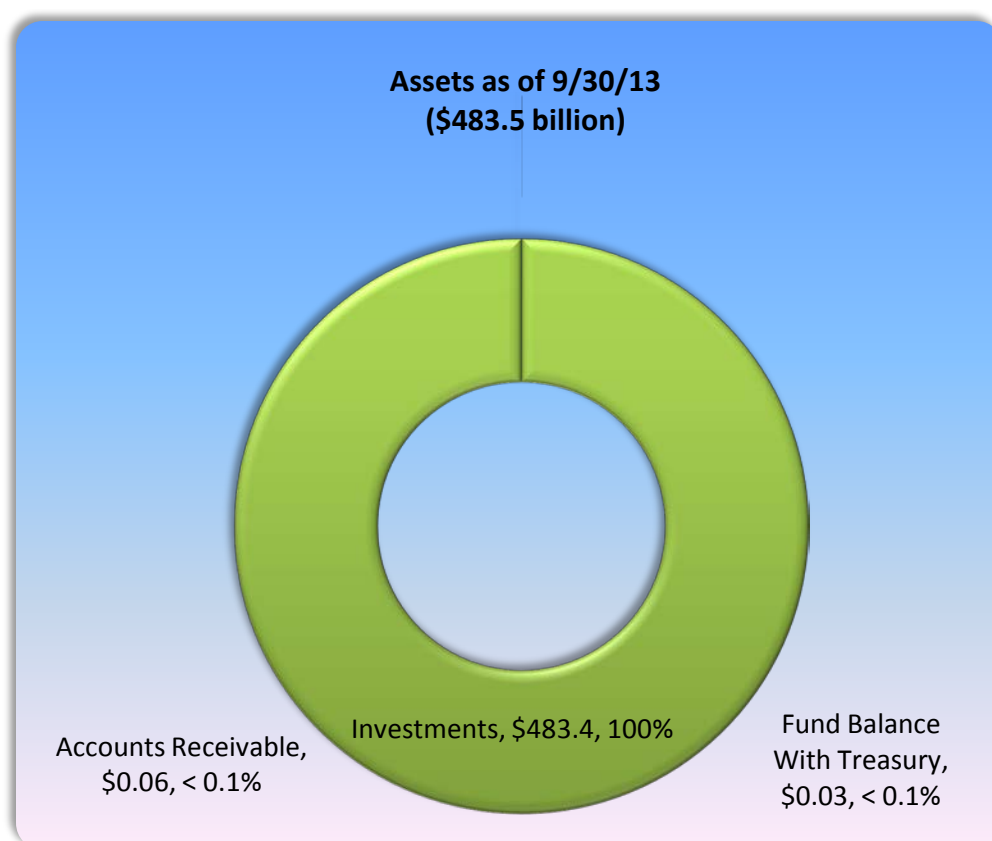
### ***STATEMENTS OF NET COST***

- Net Cost of Operations: The Net Cost of Operations decrease of \$78.2 billion (-120%) is primarily due to a decrease of \$65.3 billion from changes in assumptions used by the DoD Office of the Actuary to compute the actuarial liability.

### ***STATEMENTS OF BUDGETARY RESOURCES***

- Net Outlays: Net Outlays increased by \$2.5 billion (-16%). The October FY12 Retired Pay Benefit payment was disbursed in FY11 due to the normal payment period falling on a weekend. FY12 disbursements of \$48.8 billion only include 11 Retired Pay Benefit payment periods, rather than 12. FY13 outlays include 12 payment periods totaling \$54.3 billion, accounting for a \$5.5 billion dollar increase. This was offset by an increase in U.S. Treasury contributions of \$3.0 billion.

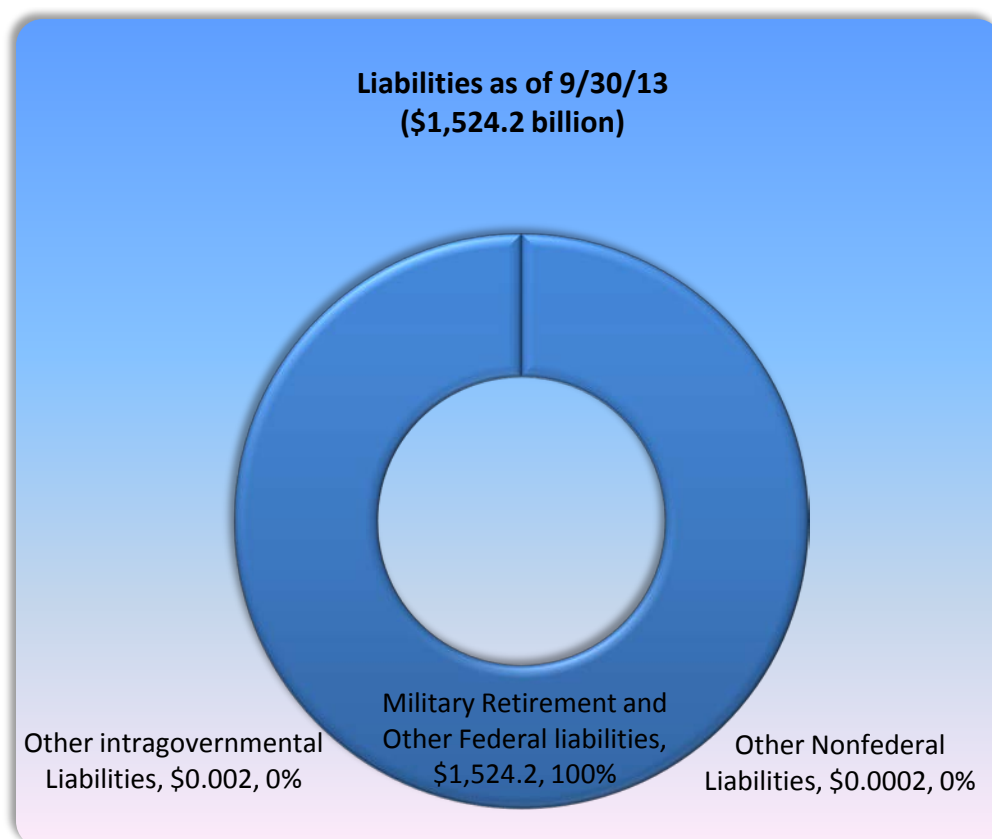




*Figure 3. Total Assets*

### *Assets*

Assets of \$483.5 billion shown in Figure 3 represent amounts that the MRF owns and manages. Assets increased \$55.5 billion, or 13%, from the end of FY 2012 to the end of FY 2013. This increase is largely attributable to purchasing new investments of \$65.2 billion with funds received from the U.S. Treasury payments, Service contributions, and interest received. The net increase in investments is related to expected normal growth to cover unfunded portions of future military retirement benefits. Funds not needed to pay current benefits are invested in U.S. Treasury securities or invested in overnight securities, as necessary, to make future benefit payments.

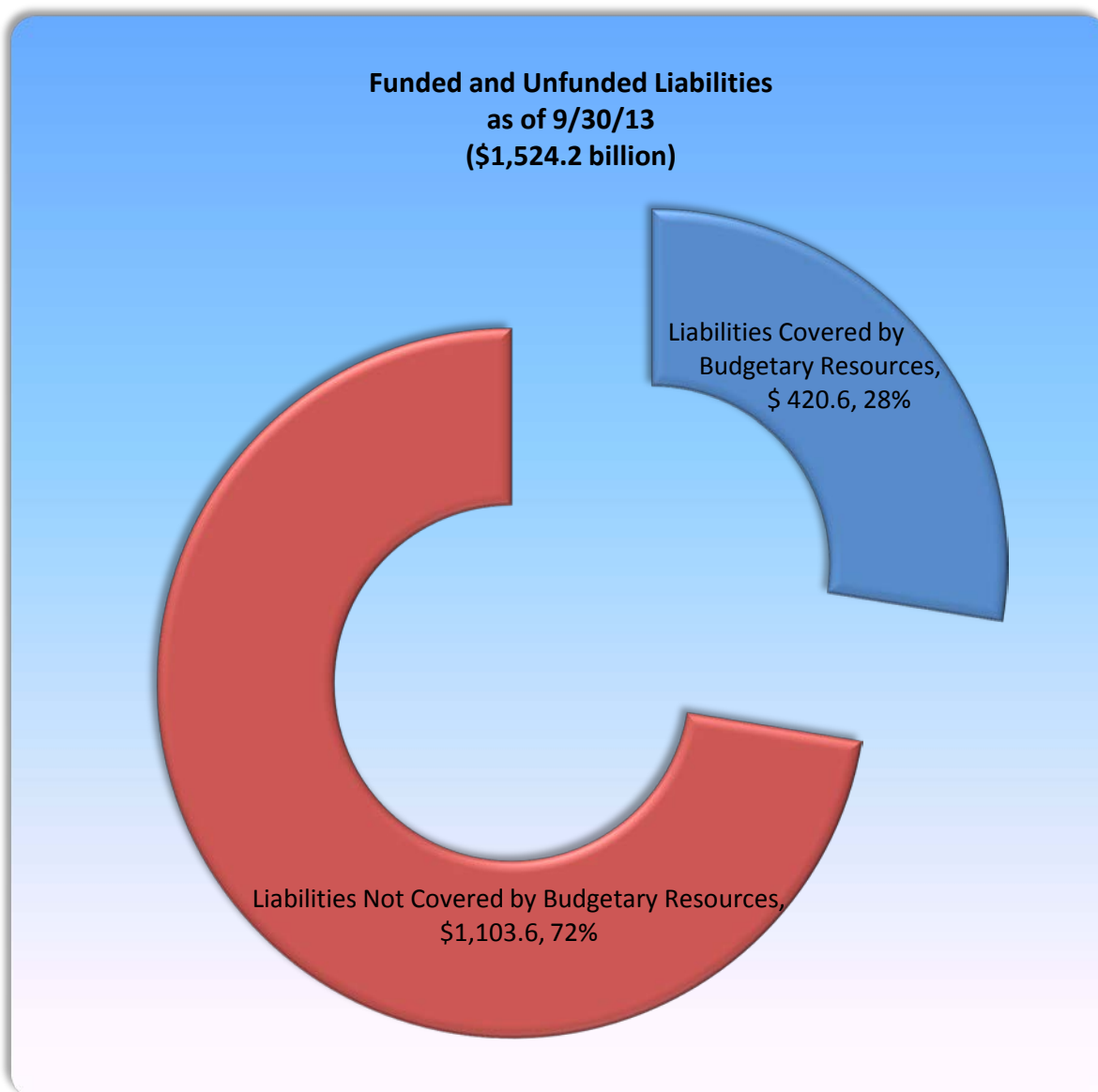


***Figure 4. Total Liabilities***

### ***Liabilities***

Liabilities of \$1.5 trillion shown in Figure 4 represent liabilities related to military retirement pension benefits. The liabilities of the MRF primarily consist of actuarial liability for future benefit payments. Liabilities increased \$42.3 billion, 3%, from the end of FY 2012 to the end of FY 2013. This increase is largely attributable to the increase in the actuarial liability.

The MRF management is confident in the Fund's ability to meet its financial obligations. Of the \$1.5 trillion in liabilities, approximately \$420.6 billion (28%) is covered primarily by investments in U.S. Treasury securities (Figure 5). While the liability presents a negative financial position, the majority of the unfunded portion will come from annual appropriations external to DoD ensuring benefits are paid regardless of available assets. The initial unfunded actuarial liability, \$529 billion in 1984, is being amortized over 42 years and is expected to be fully funded through U.S. Treasury contributions by FY 2026. The current investments, the interest received on the investments, and the amortization of the initial liability will provide sufficient funds to cover the financial obligations of the MRF.



*Figure 5. Funded and Unfunded Liabilities*

## MANAGEMENT ASSURANCES

Agencies are required to provide certain assurances as to the status and effectiveness of the internal controls and financial management systems that support the preparation of the financial statements. In the context of the MRF Management's Discussion and Analysis, DoD, and not MRF, represents the legislative definition of an Agency. Beginning with FY 2006, as directed in Office of Management and Budget (OMB) Circular A-123, *Management's Responsibility for Internal Control*, Appendix A, *Internal Control over Financial Reporting*, the 24 CFO Act agencies (including DoD), are required to provide a separate assessment of the effectiveness of the internal controls over financial reporting as a subset of the overall Federal Managers Financial Integrity Act (FMFIA) assurance statement. Currently, the Defense Finance and

## Management's Discussion and Analysis

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Accounting Service (DFAS) and the DoD Office of the Actuary (OACT) provide Statements of Assurance for systems and controls relied upon in the day to day operation of MRF. During FY 2014, a MRF Board of Trustees will be implemented, chartered with a focus on providing direct oversight of the MRF. Procedures will be formed to ensure adherence to the overarching statutory requirements of OMB 14-02, "Audit Requirements and Federal Financial Statements," which defines requirements for conducting and submitting FMFIA assessments and reports.

In FY 2013, under the current management structure, DFAS and OACT determined that the responsible MRF functions have effective internal controls to support effective and efficient programmatic operations and reliable financial reporting. In FY 2009, the service providers implemented corrective actions to become substantially compliant with applicable laws and regulations (FMFIA § 2). The current financial management system conforms to financial systems requirements and is substantially FMFIA compliant.

Under the current management arrangement, DFAS and OACT are responsible for appropriately establishing and maintaining effective internal control and financial management systems that meet the objectives of the FMFIA, subject to MRF operation. They conducted a functional assessment of the effectiveness of internal control over the effectiveness and efficiency of operations and compliance with applicable laws and regulations in accordance with OMB Circular A-123, Management's Responsibility for Internal Control. Based on the results of this evaluation, the service providers can assure that MRF can provide reasonable assurance that internal controls over the effectiveness and efficiency of operations and compliance with applicable laws and regulations for FY 2013 were operating effectively and no material weaknesses were found in the design or operation of the internal controls.

Additionally under the current management process, DFAS and OACT conducted assessments of the effectiveness of internal control over financial reporting, which includes safeguarding of assets and compliance with applicable laws and regulations, in accordance with the requirements of Appendix A of OMB Circular A-123. Based on the results of these evaluations, DFAS and OACT can assure that MRF can provide reasonable assurance that its internal control over financial reporting as of May and July, 2013 (respectively) were operating effectively and no material weaknesses were found in the design or operation of the internal control over financial reporting.

### **IMPROPER PAYMENTS INFORMATION ACT OF 2002 (PUBLIC LAW NO. 107-300)**

The MRF public accounts receivable, \$62.9 million, consists mostly of improper payments to deceased retirees and survivors. This is less than 0.02% of the total assets and approximately 0.1% of the annual incurred benefit outlays. In comparison, on the FY 2012 Government-Wide Financial statements, improper payments accounted for about 4% of total assets.

The Improper Payments Information Act of 2002, as implemented by OMB Circular A-123, Appendix C, Requirements for Effective Measurement and Remediation of Improper Payments, requires Federal agencies to review all programs and activities annually and identify those that may be susceptible to significant erroneous payments (i.e., programs with erroneous payments exceeding both \$10 million and 2.5% of program payments). The terms improper and erroneous are used interchangeably. An improper payment occurs when the funds go to the wrong

## Management's Discussion and Analysis

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recipient, the recipient receives the incorrect amount of funds, or the recipient receives payment for an ineligible service. Improper payments also include duplicate payments and payments for services not received.

Based on the individual assurances from DFAS and OACT, the MRF's risk assessment addresses the effectiveness of internal controls in place to prevent improper payments (such as prepayment reviews) as well as system weaknesses identified internally or by outside audit activities. While MRF's improper payment percentages are extremely low, numerous pre- and post-payment controls further minimize and eliminate improper payments.

Payments to deceased retirees continue to be the highest risk for improper payments in military retired pay. In certain situations, payment to deceased retirees is unavoidable due to payment cycle dates and the fact that notifying a payroll activity is not likely to be the first action for next-of-kin at the time of a retiree's passing. A review of confirmed payments to deceased retirees in FY 2008 indicated that the Department recovered 96% of the overpayment amounts within 60 days, demonstrating the effectiveness of controls within the retired pay system once a retiree's death confirmation is received and processed for final disposition.

The MRF's control processes to prevent, identify, and reduce overpayments to deceased retirees include a series of periodic eligibility notifications, early detection data mining efforts, and partnerships with other Federal and state entities. The MRF takes a proactive approach, routinely comparing retired and annuity payroll master file databases to Social Security Administration "deceased" records and periodically comparing records with the Office of Personnel Management deceased files. "Ad hoc" death match file comparisons are also conducted with the VA's cemetery database files and with individual states (e.g., Texas, California, Florida) with sizable retiree and annuitant populations. Retirees identified as deceased in these comparisons must validate their continued eligibility, or the accounts are suspended.

Certifying officer legislation holds certifying and disbursing officers accountable for government funds. In accordance with section 2773a of title 10, U.S.C., pecuniary liability attaches automatically when there is a fiscal irregularity, i.e., (1) a physical loss of cash, vouchers, negotiable instruments, or supporting documents, or (2) an improper payment. Efforts to recover from a recipient must be undertaken in accordance with the debt collection procedures in Volume V, Chapters 29 and 30, of the DoD Financial Management Regulation.

### **LIMITATIONS OF THE FINANCIAL STATEMENTS**

These financial statements have been prepared to report the financial position and results of operations for the MRF pursuant to the requirements of the Chief Financial Officers Act (CFO) of 1990. While the statements have been prepared from the books and records of MRF in accordance with the generally accepted accounting principles for federal entities and formats prescribed by OMB, the statements are in addition to the financial statements used to monitor and control budgetary resources that are prepared from the same books and records. These statements should be read with the realization that they are for a component of the U.S. Government, a sovereign entity. Unfunded liabilities reported in the financial statements cannot be liquidated without the enactment of an appropriation.



INSPECTOR GENERAL  
DEPARTMENT OF DEFENSE  
4800 MARK CENTER DRIVE  
ALEXANDRIA, VIRGINIA 22304-1500

December 9, 2013

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE (COMPTROLLER)/  
CHIEF FINANCIAL OFFICER, DoD  
UNDER SECRETARY OF DEFENSE FOR PERSONNEL  
AND READINESS  
DIRECTOR, DEFENSE FINANCE AND ACCOUNTING SERVICE

SUBJECT: Endorsement of the Unmodified Opinion on the DoD Military Retirement Fund  
FY 2013 Basic Financial Statements (Report No. DODIG-2014-018)

The requirement for audited Federal Government financial statements was established by the Chief Financial Officers Act of 1990 (Public Law 101-576), as amended by the Government Management Reform Act of 1994 (Public Law 103-356). The Office of Management and Budget (OMB) Bulletin No. 14-02, "Audit Requirements for Federal Financial Statements," requires audited financial statements for the DoD Military Retirement Fund. We contracted with Kearney and Company, PC (Kearney and Company), to perform the FY 2013 Military Retirement Fund audit. The contract required that Kearney and Company conduct the audit in accordance with U.S. generally accepted government auditing standards, Office of Management and Budget audit guidance, and the Government Accountability Office/President's Council on Integrity and Efficiency, "Financial Audit Manual," July 2008. Kearney and Company's Independent Auditor's Report is attached.

## Unmodified Audit Opinion

We endorse the Kearney and Company unmodified opinion dated December 9, 2013. Kearney and Company reported that the Military Retirement Fund's Basic Financial Statements as of and for the year ended September 30, 2013, are presented fairly, in all material respects, in conformity with accounting principles generally accepted in the United States of America (U.S. GAAP).

## Report on Internal Control Over Financial Reporting and Compliance with Applicable Provisions of Laws, Regulations, Contract and Grant Agreements

We agree with the Kearney and Company Report on Internal Control Over Financial Reporting. Kearney and Company, in planning and performing its audit, considered the Military Retirement Fund's internal control over financial reporting as a basis for designing audit procedures but not for expressing an opinion on its effectiveness. In the Report on Internal Control over Financial Reporting, Kearney and Company cites one significant deficiency relating to the Military Retirement Fund internal control over financial reporting.

We also agree with the Kearney and Company Report on Compliance with Applicable Provisions of Laws and Regulations. Kearney and Company performed tests to determine whether management administered the Military Retirement Fund in compliance with certain

provisions of laws and regulations. Noncompliance with the laws and regulations could have a direct and material effect on the determination of financial statement amounts. OMB Bulletin No. 14-02 requires that auditors report test results if they identify noncompliance with certain provisions of laws and regulations. Kearney and Company cited no instances of noncompliance in its report. Kearney and Company's Report on Internal Control Over Financial Reporting and Compliance with Applicable Provisions of Laws, Regulations, Contract and Grant Agreements is attached.


### **Audit Responsibilities**

We were responsible for obtaining reasonable assurance that the basic financial statements of the Military Retirement Fund were presented fairly and free of material misstatement, in conformity with U.S. GAAP.

To fulfill our responsibilities for oversight of the Kearney and Company audit work, we complied with the following: the U.S. generally accepted government auditing standards, OMB Bulletin 14-02, and the Government Accountability Office/President's Council on Integrity and Efficiency, "Financial Audit Manual," July 2008. Specifically, we evaluated the nature, timing, and extent of the work; monitored progress throughout the audit; reviewed documentation prepared by Kearney and Company; met with Kearney and Company partners and staff members; reviewed the key judgments; met with officials of the Military Retirement Fund; performed independent tests of the accounting records; and performed other procedures appropriate in the circumstances.

Kearney and Company formed its opinion on the basic financial statements taken as a whole. Kearney and Company did not audit the Required Supplementary Information and did not express an opinion on it, because that information is not part of the basic financial statements.

We appreciate the courtesies extended to the staff. Please direct questions to me at (703) 601-5945.

  
Lorin T. Venable, CPA  
Assistant Inspector General  
Financial Management and Reporting

Attachments:  
As stated





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## INDEPENDENT AUDITOR'S REPORT

To:  
The Under Secretary of Defense (Comptroller)/Chief Financial Officer  
The Director of the Defense Finance and Accounting Service  
The Inspector General of the Department of Defense

### Report on the Financial Statements

We have audited the accompanying financial statements of the Military Retirement Fund (MRF), which comprise the balance sheet as of September 30, 2013, the related statement of net cost and changes in net position, and the statement of budgetary resources (hereinafter referred to as the "financial statements") for the year then ended, and the related notes to the financial statements.

### *Management's Responsibility for the Financial Statements*

Management is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America. This includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

### *Auditor's Responsibility*

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America; the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States; and Office of Management and Budget (OMB) Bulletin No. 14-02, *Audit Requirements for Federal Financial Statements*. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.





We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

## *Opinion*

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of MRF as of September 30, 2013, and its net cost of operations, changes in net position, and budgetary resources for the year then ended, in accordance with accounting principles generally accepted in the United States of America.

## *Emphasis of Matter*

As discussed in Note 1 to the financial statements, in fiscal year (FY) 2013 MRF adopted new accounting guidance to comply with Statement of Federal Financial Accounting Standards (SFFAS) No. 43, *Funds from Dedicated Collections: Amending Statement of Federal Financial Accounting Standards 27, Identifying and Reporting Earmarked Funds*, reporting requirements. Our opinion is not modified with respect to this matter.

## *Other Matters*

As part of our audit of the FY 2013 financial statements, we also audited the adjustments described in Notes 1 and 15 that were applied to restate the FY 2012 financial statements. In our opinion, such adjustments are appropriate and have been properly applied. We were not engaged to audit, review, or apply any procedures to the FY 2012 financial statements of MRF other than with respect to the adjustments. Accordingly, we do not express an opinion or any other form of assurance on the FY 2012 financial statements as a whole.

The financial statements of MRF as of September 30, 2012 were audited by other auditors whose report dated November 7, 2012, expressed an unqualified opinion on those statements. Their report included an emphasis of matter paragraph describing differences in the U.S. credit ratings published by Egan-Jones Ratings Company, which downgraded the rating from AA to AA- in 2012, and other large credit rating agencies that did not reduce their ratings in 2012. The predecessor auditor reported on the financial statements of the prior period before restatement.

## *Other Reporting Responsibilities*

### *Required Supplementary Information*

Accounting principles generally accepted in the United States of America require that the Management's Discussion and Analysis (hereinafter referred to as the "required supplementary information") be presented to supplement the financial statements. Such information, although not a part of the financial statements, is required by OMB and the Federal Accounting Standards Advisory Board (FASAB), who consider it to be an essential part of financial reporting for placing the financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in



accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing it for consistency with management's responses to our inquiries, the financial statements, and other knowledge we obtained during our audit of the financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

*Independent Auditor's Report on Internal Control Over Financial Reporting and Compliance with Applicable Provisions of Laws, Regulations, Contracts, and Grant Agreements*

In accordance with *Government Auditing Standards* and OMB Bulletin No. 14-02, we have also issued a report, dated December 9, 2013, on our consideration of MRF's internal control over financial reporting and on our tests of MRF's compliance with certain provisions of laws, regulations, contracts and grant agreements; and other matters for the year ended September 30, 2013. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on internal control over financial reporting or on compliance and other matters. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* and OMB Bulletin No. 14-02, in considering MRF's internal control over financial reporting and compliance.

A handwritten signature in blue ink that reads "Kearney &amp; Company".

Alexandria, Virginia  
December 9, 2013



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## INDEPENDENT AUDITOR'S REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING AND COMPLIANCE WITH APPLICABLE PROVISIONS OF LAWS, REGULATIONS, CONTRACTS, AND GRANT AGREEMENTS

To:

The Under Secretary of Defense (Comptroller)/Chief Financial Officer  
The Director of the Defense Finance and Accounting Service  
The Inspector General of the Department of Defense

We have audited the financial statements of the Military Retirement Fund (MRF), which comprise the balance sheet as of September 30, 2013, the related statement of net cost and changes in net position, and the statement of budgetary resources for the year then ended (hereinafter referred to as the "financial statements"), and have issued our report thereon dated December 9, 2013. We conducted our audit in accordance with auditing standards generally accepted in the United States of America; the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States; and Office of Management and Budget (OMB) Bulletin No. 14-02, *Audit Requirements for Federal Financial Statements*.

### Internal Control Over Financial Reporting

In planning and performing our audit of the financial statements, we considered MRF's internal control over financial reporting (internal control) to determine the appropriate audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of MRF's internal control. Accordingly, we do not express an opinion on the effectiveness of MRF's internal control. We limited our internal control testing to those controls necessary to achieve the objectives described in OMB Bulletin No. 14-02. We did not test all internal controls relevant to operating objectives as broadly defined by the Federal Managers' Financial Integrity Act of 1982 (FMFIA), such as those controls relevant to ensuring efficient operations.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent or detect and correct misstatements on a timely basis. A material weakness is a deficiency, or combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented or detected and corrected on a timely basis. A significant deficiency is a deficiency, or combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the preceding paragraphs and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies; therefore, material weaknesses or significant





deficiencies may exist that were not identified. Given these limitations, during our audit, we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified. We did identify a certain deficiency in internal control, described in the accompanying Schedule of Finding and Response that we consider to be a significant deficiency.

We noted certain additional matters involving internal control over financial reporting that we will report to MRF's management in a separate letter.

### **Compliance with Applicable Provisions of Laws, Regulations, Contracts, and Grant Agreements**

As part of obtaining reasonable assurance about whether MRF's financial statements are free from material misstatement, we tested its compliance with certain provisions of laws and regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial statement amounts, and certain provisions of other laws and regulations specified in OMB Bulletin No. 14-02, including the provisions referred to in Section 803(a) of the Federal Financial Management Improvement Act of 1996 (FFMIA). We limited our tests of compliance to these provisions and did not test compliance with all laws and regulations applicable to MRF. However, providing an opinion on compliance with these provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards* or OMB Bulletin No. 14-02.

The results of our tests of compliance with FFMIA disclosed that MRF's financial management systems substantially complied with the Federal financial management systems requirements, applicable Federal accounting standards, and application of the United States Standard General Ledger at the transaction level.

### **MRF's Response to Findings**

MRF's management provided its response to our finding; the response is included in the accompanying Schedule of Finding and Response. MRF's response was not subjected to the auditing procedures applied in our audit of the financial statements, and accordingly, we do not express an opinion on it.

### **Purpose of this Report**

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the entity's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* and OMB Bulletin 14-02 in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

**KEARNEY &  
COMPANY**

*Kearney & Company*

Alexandria, Virginia  
December 9, 2013



## Schedule of Finding and Response

### Significant Deficiency

#### I. Military Retirement Fund Lack of Ownership (Modified Repeat Condition)

The Military Retirement Fund's (MRF) operations are jointly overseen by the Office of the Under Secretary of Defense (Comptroller) (OUSD(C)), Defense Finance and Accounting Service (DFAS), and Office of the Under Secretary of Defense for Personnel and Readiness (OUSD(P&R)). DFAS is responsible for the accounting, investing, payment of benefits, and financial reporting processes at MRF. The Department of Defense (DoD) Office of the Actuary (OACT) within OUSD(P&R) calculates the actuarial liability of MRF. The Office of Military Personnel Policy within OUSD(P&R) issues policy related to MRF benefits. OUSD(C) provides oversight for financial improvement and audit readiness (FIAR), develops and implements finance and accounting policies, and develops and implements financial systems policies across the DoD. Oversight of the MRF audit process is the responsibility of the MRF Audit Committee.

While OUSD(C) has current responsibility for DoD-wide finance and accounting policies, financial systems related to audit, and other finance/accounting areas of concern, and DFAS and OUSD(P&R) support the Fund, MRF does not have a designated Chief Financial Officer (CFO) responsible for exercising direct responsibility over the Fund, establishing and implementing effective financial management policies specific to MRF, and providing oversight for the development, implementation, and monitoring of internal controls and financial management systems specific to MRF. The responsibility for management of MRF is indirectly shared among separate DoD organizations, as discussed above. This creates a potential weakness, as no specific function or office has assumed total ownership or direct oversight over MRF.

There are other various DoD organizations that support MRF, including OACT, the Trust Fund Accounting and Reporting Division at DFAS – Indianapolis (DFAS-IN), the Retired and Annuitant Pay Office and the Disbursing Office at DFAS – Cleveland (DFAS-CL), the Defense Manpower Data Center (DMDC), and OUSD(C), that function independently of each other with their own missions related to MRF operations or development of policies specific to MRF. As a result of no functioning authoritative body in place to implement and monitor accounting and financial policies, and internal controls specific to MRF, critical aspects of the accounting operations (e.g., the benefits payment process) do not flow together from the perspective of one organization with support and oversight of MRF. Rather, accounting operations are disjointed with independent efforts. For example, the calculation, disbursement, and recording functions of the benefit payment process, while operating effectively independently, are not connected with a clear overarching internal control structure to support the financial reporting of MRF as a whole. As a result, adequate supporting documentation for monthly benefit payment journal entries could not be easily obtained without significant effort on the part of DFAS personnel.

Further, based on this example, there is not a clear point of contact for receiving and responding to audit issues and concerns that would be in a position to act on behalf of MRF, and take full



responsibility for establishing and implementing new financial management policies and internal controls when necessary.

**Recommendation:** Kearney recommends that MRF continue its current efforts of chartering a Board of Trustees to not only have oversight of MRF, but also to have authority to recommend and follow up on corrective actions within the organizations not directly reportable under the OUSD(P&R) (i.e., DFAS, DMDC, OUSD(C)), and initiate action in organizations directly reportable to the OUSD(P&R), which administers key functions for MRF. Once chartered, the Board of Trustees should consider the overarching internal control environment of MRF operations and determine where improvements and collaboration can be fostered among offices to achieve the financial reporting objectives of MRF.

**Management's Response:** Management concurs with the finding; however, the significant deficiency notes:

“As a result of no functioning authoritative body in place to implement and monitor accounting and financial policy, and internal controls specifically for MRF, critical aspects of the accounting operations (e.g., the benefits payment process) do not flow together from the perspective of one organization with support and oversight of MRF. Rather, accounting operations are disjointed with independent efforts.”

While we agree with the intent of the significant deficiency, we believe that the specific example cited, which is in regard to obtaining support for benefit payment journal entries through multiple organizations, does not support the finding of not having a single “owner” of MRF.

Neither the DoD Management Representative for MRF nor his designee would be directly involved in tracing voucher payments from the general ledger to the disbursing voucher processed in Retired and Annuitant Pay. Tracing voucher payments is a functional responsibility of our financial service provider. Having a single owner of MRF would not help to simplify this complicated process.

However, having a single owner of MRF may make a difference if the auditors could not resolve a dispute between the Defense Finance and Accounting Service and the Office of the Chief Actuary, for example, in how to record the actuarial liability for MRF.

**FY 2013 Military Retirement Fund  
Principal Financial Statements**



## DoD MRF Principal Financial Statements

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### Military Retirement Fund

#### BALANCE SHEETS

As of September 30, 2013 and 2012

(\$ in Thousands)

	2013	Restated 2012
<b>ASSETS (Note 2)</b>		
Intragovernmental:		
Fund Balance with Treasury (Note 3)	\$ 25,151	\$ 23,014
Investments (Note 4)	<u>483,404,715</u>	<u>427,867,449</u>
Total Intragovernmental Assets	\$ 483,429,866	\$ 427,890,463
Accounts Receivable, Net (Note 5)	<u>62,868</u>	<u>67,005</u>
<b>TOTAL ASSETS</b>	<u>\$ 483,492,734</u>	<u>\$ 427,957,468</u>
<b>LIABILITIES (Note 6)</b>		
Intragovernmental:		
Other Liabilities (Note 8)	\$ <u>1,801</u>	\$ <u>1,770</u>
Total Intragovernmental Liabilities	1,801	1,770
Military Retirement and Other Federal Employment Benefits (Note 7)	1,524,223,046	1,481,970,006
Other Liabilities (Note 8)	<u>206</u>	<u>192</u>
<b>TOTAL LIABILITIES</b>	1,524,225,053	1,481,971,968
<b>NET POSITION</b>		
Cumulative Results of Operations - Other Funds	<u>(1,040,732,319)</u>	<u>(1,054,014,500)</u>
<b>TOTAL NET POSITION</b>	<u>\$ (1,040,732,319)</u>	<u>\$ (1,054,014,500)</u>
<b>TOTAL LIABILITIES AND NET POSITION</b>	<u>\$ 483,492,734</u>	<u>\$ 427,957,468</u>

*The accompanying notes are an integral part of these statements.  
Please see Independent Auditors' Report on page 28.*

## DoD MRF Principal Financial Statements

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### Military Retirement Fund

#### STATEMENTS OF NET COST

For the years ended September 30, 2013 and 2012

(\$ in Thousands)

	2013	2012
<b>Program Costs (Note 10)</b>		
Military Retirement Benefits		
Actuarial Non Assumption Costs	\$ 29,955,338	\$ 39,805,163
Other Program Costs	54,872,611	52,475,723
Total Gross Costs	\$ 84,827,949	\$ 92,280,886
 (Less: Earned Revenue)	 (110,016,380)	 (104,506,237)
Net Cost before Losses/(Gains) from Actuarial		
Assumption Changes for Military Retirement Benefits	(25,188,431)	(12,225,351)
Losses/(Gains) from Actuarial Assumption Changes		
for Military Retirement Benefits (Note 7)	11,906,250	77,190,242
Net Program Costs Including Assumption Changes	(13,282,181)	64,964,891
<b>Net Cost of Operations</b>	<b>\$ (13,282,181)</b>	<b>\$ 64,964,891</b>

*The accompanying notes are an integral part of these statements.  
Please see Independent Auditors' Report on page 28.*

## DoD MRF Principal Financial Statements

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### Military Retirement Fund

#### STATEMENTS OF CHANGES IN NET POSITION

For the years ended September 30, 2013 and 2012

(\$ in Thousands)

	2013	Restated 2012
<b>CUMULATIVE RESULTS OF OPERATIONS</b>		
Beginning Balances	\$ (1,054,014,500)	\$ (989,049,609)
Beginning balances, as adjusted	(1,054,014,500)	(989,049,609)
Net Cost of Operations (+/-)	(13,282,181)	64,964,891
Net Change	13,282,181	(64,964,891)
Cumulative Results of Operations	(1,040,732,319)	(1,054,014,500)
Net Position	\$ (1,040,732,319)	\$ (1,054,014,500)

*The accompanying notes are an integral part of these statements.  
Please see Independent Auditors' Report on page 28.*

## DoD MRF Principal Financial Statements

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### Military Retirement Fund

#### STATEMENTS OF BUDGETARY RESOURCES

For the years ended September 30, 2013 and 2012

(\$ in Thousands)

	2013	2012
<b>Budgetary Resources:</b>		
Appropriations (discretionary and mandatory)	\$ 54,668,338	\$ 52,495,209
Total Budgetary Resources	<u>\$ 54,668,338</u>	<u>\$ 52,495,209</u>
 <b>Status of Budgetary Resources:</b>		
Obligations Incurred	\$ 54,668,338	\$ 52,495,209
Unobligated balance, end of year	<u>0</u>	<u>0</u>
Total Budgetary Resources	<u>\$ 54,668,338</u>	<u>\$ 52,495,209</u>
 <b>Change in Obligated Balance:</b>		
<b>Unpaid obligations:</b>		
Unpaid obligations, brought forward, Oct 1	\$ 4,052,097	\$ 345,337
Obligations incurred	54,668,338	52,495,209
Outlays (gross) (-)	(54,276,887)	(48,788,449)
Unpaid obligations, end of year	4,443,548	4,052,097
<b>Memorandum (non-add) entries:</b>		
Obligated balance, start of year (+ or -)	\$ 4,052,097	\$ 345,337
Obligated balance, end of year (+ or -)	<u>\$ 4,443,548</u>	<u>\$ 4,052,097</u>
 <b>Budget Authority and Outlays, Net:</b>		
Budget authority, gross (discretionary and mandatory)	\$ 54,668,338	\$ 52,495,209
Budget Authority, net (discretionary and mandatory)	<u>\$ 54,668,338</u>	<u>\$ 52,495,209</u>
Outlays, gross (discretionary and mandatory)	\$ 54,276,887	\$ 48,788,449
Outlays, net (discretionary and mandatory)	54,276,887	48,788,449
Distributed offsetting receipts (-)	<u>(67,733,000)</u>	<u>(64,751,000)</u>
Agency Outlays, net (discretionary and mandatory)	<u>\$ (13,456,113)</u>	<u>\$ (15,962,551)</u>

*The accompanying notes are an integral part of these statements.*

*Please see Independent Auditors' Report on page 28.*

**FY 2013 Military Retirement Fund  
Footnotes to the Principal Financial  
Statements**

*The accompanying notes are an integral part of these statements.  
Please see Independent Auditors' Report on page 28.*

## Note 1. Significant Accounting Policies

### 1.A. Basis of Presentation

These financial statements have been prepared to report the financial position and results of operations for the Military Retirement Fund (MRF), as required by the *Chief Financial Officers Act of 1990*, expanded by the *Government Management Reform Act of 1994*, and other appropriate legislation. The financial statements have been prepared from the books and records of the MRF in accordance with U.S. generally accepted accounting principles (USGAAP) promulgated by the Federal Accounting Standards Advisory Board; the Office of Management and Budget (OMB) Circular No. A-136, *Financial Reporting Requirements*; and the Department of Defense (DoD) *Financial Management Regulation*. The accompanying financial statements account for all resources for which the MRF is responsible unless otherwise noted.

### 1.B. Mission of the Reporting Entity

The mission of MRF is to accumulate funds to finance, on an actuarially sound basis, the liabilities of DoD military retirement and survivor benefit programs. The MRF is a program for the payment of pensions to retired military personnel, annuities to eligible survivors, and special compensation for certain disabled retirees.

### 1.C. Appropriations and Funds

Public Law 98-94, *The Defense Authorization Act of 1984*, authorized MRF and provided a permanent, indefinite appropriation. Permanent authority becomes available based upon standing provisions of law without any further legislative action by the Congress after transmittal of the budget for each year.

The MRF is a nonrevolving trust fund. Trust funds contain receipts and expenditures of funds held in trust by the government for use in carrying out specific purposes or programs in accordance with the terms of the donor, trust agreement, or statute.

### 1.D. Basis of Accounting

The MRF's financial management systems meet all full accrual accounting requirements. The MRF's accounting systems record transactions based on the U.S. Standard General Ledger (USSGL). Financial and nonfinancial feeder systems and processes are updated from legacy systems to collect and report financial information as required by USGAAP.

The financial statements and supporting trial balances are compiled from the underlying financial data and trial balances. The underlying data for the MRF is largely derived from budgetary transactions (obligations, disbursements, and collections) and proprietary transactions (assets and liabilities) and accruals made for pension liabilities.

### 1.E. Revenues and Other Financing Sources

Using methods and assumptions approved by the DoD Board of Actuaries, the DoD Office of the Actuary determines the amount of the contributions made to MRF. The Military Services make a monthly contribution, which is a percentage of basic pay, to cover accruing costs for currently active military members. The MRF also receives a U. S. Treasury warrant at the beginning of

## **DoD MRF Notes to the Principal Financial Statements**\_\_\_\_\_

each fiscal year (1) to amortize unfunded liability and (2) to cover accruing costs for concurrent receipts (certain beneficiaries with combat-related injuries who are receiving payments from the Department of Veterans Affairs (VA)). In addition, interest is earned on investments. Funds from the contributions that exceed the amounts required to pay current year expenses are invested in long-term securities. These investments and their associated interest revenues will be used to cover future liabilities of MRF.

### **1.F. Recognition of Expenses**

For financial reporting purposes, DoD policy requires the recognition of benefit expenses in the period incurred. The current financial management systems for MRF collect and record on full accrual accounting basis for liabilities and expenses of the fund.

### **1.G. Accounting for Intragovernmental Activities**

The Treasury Financial Manual Part 2-Chapter 4700, *Agency Reporting Requirements for the Financial Report of the United States Government*, provides guidance for reporting and reconciling intragovernmental balances. The MRF is able to reconcile balances pertaining to investments in federal securities.

The DoD's proportionate share of public debt and related expenses of the Federal Government is not included. The Federal Government does not apportion debt and its related costs to federal agencies. The DoD's financial statements do not report any public debt, interest, or source of public financing, whether from issuance of debt or tax revenues.

### **1.H. Funds with the U.S. Treasury**

The MRF's monetary resources are maintained in U.S. Treasury accounts. The disbursing offices of the Defense Finance and Accounting Service (DFAS) process MRF's cash collections, disbursements, and adjustments worldwide. Each disbursing station prepares monthly reports that provide information to the U.S. Treasury on checks issued, electronic fund transfers, interagency transfers, and deposits.

In addition, DFAS sites submit reports to the U.S. Treasury, by appropriation, on interagency transfers, collections received, and disbursements issued. The U.S. Treasury records these transactions to the applicable Fund Balance with Treasury (FBWT) account. The MRF reconciles to the U.S. Treasury account monthly, with no outstanding discrepancies.

The U.S. Treasury allows MRF to be fully invested; therefore FBWT may be zero at various times during the fiscal year. Controls are in place to prevent abnormal balances at the U.S. Treasury.

### **1.I. Accounts Receivable**

Accounts receivable from other federal entities or from the public include: accounts receivable, claims receivable, and refunds receivable. Allowances for uncollectible accounts due from the public are based upon an analysis of actual collection experience by MRF during the previous three years. The DoD does not recognize an allowance for estimated uncollectible amounts from other federal agencies. Claims against other federal agencies are to be resolved between the

agencies in accordance with dispute resolution procedures defined in the Intragovernmental Business Rules published in the *Treasury Financial Manual*.

### **1.J. Investments in U.S. Treasury Securities**

The MRF reports investments in U.S. Treasury securities at cost, net of amortized premiums or discounts (book value). Premiums or discounts are amortized over the term of the investment using the effective interest rate method. The MRF's intent is to hold investments to maturity unless they are needed to finance claims or otherwise sustain operations. Consequently, there is no provision for unrealized gains or losses on these securities.

The MRF invests in nonmarketable, market-based U.S. Treasury securities which are issued to federal agencies by the U. S. Treasury, Bureau of Fiscal Service. These securities are not traded on any financial exchange but are priced consistently with publicly traded U.S. Treasury securities. The MRF receives interest semiannually from the U.S. Treasury on the value of these securities.

### **1.K. Contingencies and Other Liabilities**

The SFFAS No. 5, *Accounting for Liabilities of the Federal Government*, as amended by SFFAS No. 12, *Recognition of Contingent Liabilities Arising from Litigation*, defines a contingency as an existing condition, situation, or set of circumstances that involves an uncertainty as to possible gain or loss. The uncertainty will be resolved when one or more future events occur or fail to occur. The MRF recognizes contingent liabilities when past events or exchange transactions occur, a future loss is probable, and the loss amount can be reasonably estimated.

Financial statement reporting is limited to disclosure when conditions for liability recognition do not exist but there is at least a reasonable possibility of incurring a loss or additional losses. The MRF reports death payment contingencies that result from DoD's responsibility to cover retiree benefits not paid by the VA during the month of death.

### **1.L. Net Position**

Net position consists of cumulative results of operations. Cumulative results of operations represent the net of expenses, losses, and financing sources (including appropriations, revenue, and gains) since inception.

### **1.M. Military Retirement and Other Federal Employment Benefits**

The Department applies SFFAS No. 33, *Pensions, Other Retirement Benefits, and Other Postemployment Benefits: Reporting the Gains and Losses from Changes in Assumptions and Selecting Discount Rates and Valuation Dates*, in selecting the discount rate and valuation date used in estimating actuarial liabilities. In addition, gains and losses from changes in long-term assumptions used to estimate the actuarial liability are presented separately on the Statement of Net Cost. Refer to Note 7, Military Retirement and Other Federal Employment Benefits and Note 10, Disclosures Related to the Statement of Net Cost, for additional information.



## DoD MRF Notes to the Principal Financial Statements\_\_\_\_\_

### 1.N. Estimates

The preparation of financial statements in conformity with accounting principles generally accepted in the United States of America requires management to make estimates and assumptions that affect the reported amounts of assets, liabilities and changes therein, disclosure of contingent assets and liabilities, and the actuarial present value of accumulated plan benefits at the date of the financial statements. Actual results could differ from those estimates.

### 1.O. Actuarial Information

The MRF financial statements present the unfunded actuarial liability determined as of the end of the fiscal year based on population information as of the beginning of the year and updated using accepted actuarial techniques. The “projected benefit obligation” method is used as required by SFFAS No. 5, *Accounting for Liabilities of the Federal Government*.

### 1.P. Reclassifications

Certain FY 2012 amounts in the Statements of Budgetary Resources have been reclassified to conform to the FY 2013 presentation.

### 1.Q. Significant Events

#### Change in Accounting Principle

During FY 2013, the MRF implemented Statement of Federal Financial Accounting Standards (SFFAS) No. 43: Funds from Dedicated Collections: Amending Statement of Federal Financial Accounting Standards 27, Identifying and Reporting Earmarked Funds. SFFAS 43 provides clarifying language to be used by reporting entities when classifying funds and provides additional reporting alternatives for financial statement presentation and note disclosure. Refer to Note 11, Disclosures Related to the Statements of Changes in Net Position and Note 15, Restatements, for additional information.

<b>Note 2. Nonentity Assets</b>			
As of September 30	2013		Restated 2012
(Amounts in thousands)			
<b>Nonfederal Assets</b>			
Accounts Receivable	\$	1,801	\$ 1,770
Total Nonfederal Assets		1,801	1,770
<b>Total Nonentity Assets</b>		1,801	1,770
<b>Total Entity Assets</b>		483,490,933	427,955,698
<b>Total Assets</b>	\$	483,492,734	\$ 427,957,468

### Information Related to Nonentity Assets

Nonentity assets are assets for which the MRF maintains stewardship accountability and responsibility to report but are not available for MRF's operations.

Nonfederal Assets, Accounts Receivable, represent the amount of interest, penalties, and administrative charges to be collected by MRF on behalf of the U.S. Treasury. Once collected,

## DoD MRF Notes to the Principal Financial Statements\_\_\_\_\_

this amount is transferred to the appropriate U.S. Treasury receipt account. This amount is offset by a corresponding custodial liability for MRF reported in Note 8, Other Liabilities.

### Note 3. Fund Balance with Treasury

As of September 30	2013	2012
(Amounts in thousands)		
<b>Fund Balances</b>		
Trust Funds	\$ 25,151	\$ 23,014
Total Fund Balances	\$ 25,151	\$ 23,014
<b>Fund Balances Per Treasury Versus Agency</b>		
Fund Balance per Treasury	\$ 25,151	\$ 23,014
Fund Balance per <i>MRF</i>	25,151	23,014
<b>Reconciling Amount</b>	\$ 0	\$ 0

### Status of Fund Balance with Treasury

As of September 30	2013	2012
(Amounts in thousands)		
<b>Unobligated Balance</b>		
Unavailable	416,190,005	371,657,464
<b>Obligated Balance not yet Disbursed</b>	\$ 4,443,548	\$ 4,052,096
<b>NonFBWT Budgetary Accounts</b>	\$ (420,608,402)	\$ (375,686,546)
<b>Total</b>	\$ 25,151	\$ 23,014

### Information Related to Status of Fund Balance with Treasury

The Status of FBWT reflects the budgetary resources to support FBWT and is a reconciliation between budgetary and proprietary accounts. It primarily consists of unobligated and obligated balances. The balances reflect the budgetary authority remaining for disbursement against current or future obligations.

Unobligated Balance is classified as available or unavailable and represents the cumulative amount of budgetary authority that has not been set aside to cover outstanding obligations. The unavailable balance, which consists primarily of funds that are temporarily precluded from obligation by law, is invested in U.S. Treasury securities. The unobligated balance for the MRF is restricted for use by the public law that established the fund and becomes available without further congressional action.

Obligated Balance not yet Disbursed represents the amount of earned and accrued pension and annuity payments. The MRF balance represents benefits payable on October 1, 2013. The MRF

## DoD MRF Notes to the Principal Financial Statements\_\_\_\_\_

Non-FBWT Budgetary Accounts balance reduces the Status of FBWT and consists primarily of investments in U.S. Treasury securities.

### Note 4. Investments and Related Interest

As of September 30	2013				
	Cost	Amortization Method	Amortized (Premium) / Discount	Investments, Net	Market Value Disclosure
(Amounts in thousands)					
<b>Intragovernmental Securities</b>					
Nonmarketable, Market-Based					
Military Retirement Fund	\$ 494,977,723	Effective Interest	\$ (15,416,930)	\$ 479,560,793	\$ 522,376,591
Total Nonmarketable, Market-Based	494,977,723		(15,416,930)	479,560,793	522,376,591
Accrued Interest	3,843,922			3,843,922	3,843,922
Total Intragovernmental Securities	\$ 498,821,645		\$ (15,416,930)	\$ 483,404,715	\$ 526,220,513

As of September 30	Restated 2012				
	Cost	Amortization Method	Amortized (Premium) / Discount	Investments, Net	Market Value Disclosure
<b>Intragovernmental Securities</b>					
Nonmarketable, Market-Based					
Military Retirement Fund	\$ 435,206,453	Effective Interest	\$ (11,012,435)	\$ 424,194,018	\$ 536,544,625
Total Nonmarketable, Market-Based	435,206,453		(11,012,435)	424,194,018	536,544,625
Accrued Interest	3,673,431			3,673,431	3,673,431
Total Intragovernmental Securities	\$ 438,879,884		\$ (11,012,435)	\$ 427,867,449	\$ 540,218,056

### Information Regarding Investments and Related Interest

The MRF purchases and redeems nonmarketable market-based U.S. Treasury securities that fluctuate in tandem with the current selling price of the equivalent marketable security on the open market. The MRF purchases securities with the intent to hold until maturity; therefore, balances are not adjusted to market value. In rare cases, cash flow or other requirements dictate that securities originally intended to be held to maturity must be sold prior to their stated maturity date. During FY 2013, the following securities held by MRF were sold prior to their stated maturity date, to provide cash needed to pay, or be available to pay, benefit liabilities:

## DoD MRF Notes to the Principal Financial Statements\_\_\_\_\_

(Amounts in thousands)

Security Number	<b>912828JG6</b>	<b>912828BH2</b>
Stated Maturity Date	7/31/2013	8/15/2013
Date of Early Sale	5/29/2013	7/30/2013
Par	\$968,500	\$450,000
Accrued Interest	10,655	8,717
Original Premium (Discount)	22,699	(6,188)
Amortization	<u>(17,390)</u>	<u>6,151</u>
Basis	\$984,464	\$458,681
Proceeds from early sale		
Principal	\$968,500	\$450,000
Premium	5,448	703
Interest	<u>10,655</u>	<u>8,717</u>
Total	\$984,603	\$459,420
<b>Gain</b>	<b><u>\$138</u></b>	<b><u>\$740</u></b>

In addition to the above early redemptions, a conventional security purchased in October 2013 was redeemed early and an inflation-protected security was immediately purchased, in order to comply with the investment purchases approved by the DoD Investment Board. Below are the details of this early redemption:

(Amounts in thousands)

Security Number	<b>912810EQ7</b>
Stated Maturity Date	8/15/2023
Date of Early Sale	1/30/2013
Par	\$5,000,000
Accrued Interest	142,663
Original Premium	2,257,813
Amortization	<u>(62,409)</u>
Basis	\$7,338,067
Proceeds from early sale	
Principal	\$5,000,000
Premium	1,995,313
Interest	<u>142,663</u>
Total	\$7,137,976
<b>Loss</b>	<b><u>\$200,091</u></b>

Even though the early redemption resulted in a loss to the fund in FY 2013, projections based upon data available at the time of early redemption show holding the inflation-protected security

## DoD MRF Notes to the Principal Financial Statements\_\_\_\_\_

to maturity will result in returns exceeding the FY 2013 loss and the projected returns from the original conventional security.

The cash generated from investments is deposited in the U.S. Treasury, which uses the cash for general government purposes. The U.S. Treasury securities are issued to MRF as evidence of its receipts and are an asset to the MRF and a liability to the U.S. Treasury. Since MRF and the U.S. Treasury are both parts of the Federal Government, these assets and liabilities offset each other from the standpoint of the Federal Government as a whole. For this reason, they do not represent an asset or a liability in the U.S. governmentwide financial statements.

The U.S. Treasury securities provide MRF with authority to draw upon the U.S. Treasury to make future benefit payments or other expenditures. When MRF requires redemption of these securities to make expenditures, the government will finance them from accumulated cash balances, by raising taxes or other receipts, borrowing from the public or repaying less debt, or curtailing other expenditures. The Federal Government uses the same method to finance all other expenditures.

At the semiannual meetings, the Department of Defense Investment Board approves the strategy for the type of securities purchased by MRF. These securities can include U.S. Treasury bills, notes, bonds, inflation-protected securities, and overnight certificates. The U.S. Treasury bills are short-term securities with maturities of one year or less and are purchased at a discount. The U.S. Treasury notes have maturities of at least one year, but not more than ten years, and are purchased at either a discount or premium. The U.S. Treasury bonds are long-term securities with maturities of ten years or more and are purchased at either a discount or premium. The U.S. Treasury Inflation-Protected Securities (TIPS) provide protection against inflation and are purchased at either a discount or premium. The TIPS principal increases with inflation and decreases with deflation, as measured by the Consumer Price Index. When TIPS mature, the U.S. Treasury pays the adjusted principal or original principal, whichever is greater. The TIPS amount includes inflation compensation as well as the par value of the securities. Overnight securities are short-term securities, purchased at face value, that mature the next business day and earn interest at the daily Federal Reserve repurchase agreement rate.

The cost of the U.S. Treasury Securities is displayed in the following table.

(Amounts in thousands)	<b>FY 2013 COST</b>	<b>FY 2012 COST</b>
Notes	8,570,937	17,420,938
Bonds	18,459,672	18,459,672
TIPS	452,516,218	380,647,988
Overnight Securities	<u>15,430,896</u>	<u>18,677,855</u>
<b>Total Cost</b>	<b><u>\$494,977,723</u></b>	<b><u>\$435,206,453</u></b>

# DoD MRF Notes to the Principal Financial Statements\_\_\_\_\_

## Note 5. Accounts Receivable

As of September 30

2013

Gross Amount Due

Allowance For  
Estimated Uncollectibles

Accounts Receivable, Net

(Amounts in thousands)

**Nonfederal  
Receivables  
(From  
the Public)**

\$ 66,498 \$ (3,630) \$ 62,868

**Total Accounts  
Receivable**

\$ 66,498 \$ (3,630) \$ 62,868

As of September 30

2012

Gross Amount Due

Allowance For Estimated  
Uncollectibles

Accounts Receivable, Net

**Nonfederal  
Receivables (From  
the Public)**

\$ 70,100 \$ (3,095) \$ 67,005

**Total Accounts  
Receivable**

\$ 70,100 \$ (3,095) \$ 67,005

## Information Related to Accounts Receivable

The accounts receivable represent the MRF's claim for payment from military retirees or their survivors for erroneous amounts previously paid. The MRF only recognizes an allowance for uncollectible amounts from the public. Allowances for uncollectible accounts due from the public are based upon an analysis of actual collection experience by MRF during the previous three years. Claims with other federal agencies are resolved in accordance with the Intragovernmental Business Rules.

## Note 6. Liabilities Not Covered by Budgetary Resources

As of September 30

2013

2012

(Amounts in thousands)

**Nonfederal Liabilities**

Military Retirement and

Other Federal Employment Benefits

1,103,589,493

1,106,260,446

Other Liabilities

206

192

**Total Nonfederal Liabilities**

\$ 1,103,589,699

\$ 1,106,260,638

**Total Liabilities Not Covered by  
Budgetary Resources**

\$ 1,103,589,699

\$ 1,106,260,638

**Total Liabilities Covered by Budgetary  
Resources**

\$ 420,635,354

\$ 375,711,330

**Total Liabilities**

\$ 1,524,225,053

\$ 1,481,971,968

## DoD MRF Notes to the Principal Financial Statements\_\_\_\_\_

### Information Related to Liabilities Not Covered by Budgetary Resources

The MRF's Liabilities Not Covered by Budgetary Resources amount represents actuarial liabilities for pension benefits for which assets are not yet available. Refer to Note 7, Military Retirement and Other Federal Employment Benefits, for additional details and disclosures.

Nonfederal Other Liabilities represent contingent liabilities payable by the Department of Defense for estimated death payments. These liabilities cover the retiree benefits not paid by the Department of Veterans Affairs during the month of death. This amount is also reported on Note 8, Other Liabilities.

Note 7. Military Retirement Benefit Liabilities				
As of September 30	2013			
	Liabilities	(Less: Assets Available to Pay Benefits)		Unfunded Liabilities
(Amounts in thousands)				
<b>Pension and Health Benefits</b>				
Military Retirement Pensions	\$ 1,519,779,498	\$ (416,190,005)	\$	1,103,589,493
Total Pension and Health Benefits	\$ 1,519,779,498	\$ (416,190,005)	\$	1,103,589,493
<b>Other Benefits</b>				
Other	4,443,548	(4,443,548)		0
Total Other Benefits	\$ 4,443,548	\$ (4,443,548)	\$	0
<b>Total Military Retirement and Other Federal Employment Benefits:</b>	\$ 1,524,223,046	\$ (420,633,553)	\$	1,103,589,493
As of September 30	2012			
	Liabilities	(Less: Assets Available to Pay Benefits)		Unfunded Liabilities
(Amounts in thousands)				
<b>Pension and Health Benefits</b>				
Military Retirement Pensions	\$ 1,477,917,910	\$ (371,657,464)	\$	1,106,260,446
Total Pension and Health Benefits	\$ 1,477,917,910	\$ (371,657,464)	\$	1,106,260,446
<b>Other Benefits</b>				
Other	4,052,096	(4,052,096)		0
Total Other Benefits	\$ 4,052,096	\$ (4,052,096)	\$	0
<b>Total Military Retirement and Other Federal Employment Benefits:</b>	\$ 1,481,970,006	\$ (375,709,560)	\$	1,106,260,446

## DoD MRF Notes to the Principal Financial Statements

As of September 30	2013	
	Military Retirement Pensions	
(Amounts in thousands)		
Beginning Actuarial Liability	\$	1,477,917,910
Plus Expenses:		
Normal Cost		31,699,076
Interest Cost		67,465,566
Plan Amendments		0
Experience Losses (Gains)		(14,703,463)
Other factors		0
Subtotal: Expenses before Losses (Gains) from Actuarial Assumption Changes		84,461,179
Actuarial losses/ (gains)/ due to:		
Changes in trend assumptions		0
Changes in assumptions other than trend		11,906,250
Subtotal: Losses (Gains) from Actuarial Assumption Changes		11,906,250
Total Expenses	\$	96,367,429
Less Benefit Outlays		54,505,841
Total Changes in Actuarial Liability	\$	41,861,588
Ending Actuarial Liability	\$	1,519,779,498

The \$11.9 billion increase due to changes in assumptions other than trend is comprised of a \$27.2 billion increase caused by a lower interest rate and associated changes in long-term salary increase and inflation assumptions related to requirements prescribed by Statement of Federal Financial Accounting Standards (SFFAS) 33, Pensions, Other Employment Benefits, and Other Postemployment Benefits: Reporting the Gains and Losses from Changes in Assumptions and Selecting Discount Rates and Valuation Dates, offset by a \$15.3 billion decrease due to changes in demographic assumptions. Detailed disclosure is discussed in Table 5 of the MD&A: Analysis of Financial Statements.

### Information Related to Military Retirement Benefit Liabilities

The MRF accumulates funds used to pay pensions to retired military personnel and annuities to their survivors. The Military Retirement System is a single-employer, defined benefit plan.

The schedules above reflect two distinct types of liabilities related to Military Retirement and Other Federal Employment Benefits. The line entitled "Military Retirement Pensions" represents the actuarial liability for future pension benefits not yet paid; i.e., the present value of future benefits less the present value of future normal costs. The line entitled "Other" represents retirement benefits due and payable on the first day of the next reporting period.

This schedule also computes "unfunded liabilities", i.e. liabilities not covered by budgetary resources. The assets presented in this schedule differ from those reported on the balance sheet.



## **DoD MRF Notes to the Principal Financial Statements**

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The balance sheet assets consist primarily of investments, the value of which is based on the fully amortized cost or “book value” of the securities (see Note 4, Investments and Related Interest). The value of assets available to pay benefits presented in the above schedule is based on available budgetary funding. The difference between investments and assets available to pay benefits is the premium on U.S. Treasury Securities. At the time of purchase, budgetary funding is reduced by the premium on U.S. securities because the premium on securities is no longer a budgetary resource at the time of purchase.

Effective FY 2010, the MRF implemented requirements of SFFAS No. 33, which directs that the interest rate, underlying inflation rate, and other economic assumptions be consistent with one another. A change in the interest rate may cause other assumptions to change as well. For the September 30, 2013, financial statement valuation, the application of SFFAS No. 33 required the DoD Office of the Actuary (OACT) to change the long-term inflation (CPI) and salary increase assumptions to be consistent with the underlying Treasury spot rates used in the valuation.

The MRF actuarial liability is calculated at the end of each fiscal year.

### **Actuarial Cost Method**

Per statute, the MRF is funded using the Aggregate Entry-Age Normal (AEAN) method. Per the Federal Accounting Standards Advisory Board (FASAB), AEAN is also used to compute the actuarial liabilities reported above. AEAN is a method whereby the costs of future retirement and survivor benefits for a new-entrant cohort are spread over the projected salaries of that group.

### **Projected Revenues**

The MRF receives projected revenues from three sources: (1) interest earnings on MRF assets, (2) monthly contributions from the Military Services, and (3) an annual contribution from the U.S. Treasury. The contribution from the U.S. Treasury is paid into the MRF at the beginning of each fiscal year and represents the amortization of the unfunded liability for service performed before October 1, 1984, as well as the amortization of subsequent actuarial gains and losses. Starting October 1, 2004, Public Law 108-136 requires a Treasury contribution for the normal cost amount for the concurrent receipt provisions under Public law 108-136, Sections 1413a and 1414, in addition to the unfunded liability amortization payment. The DoD Board of Actuaries (the Board) approves methods and assumptions used to determine the amounts for contributions by the U.S. Treasury and the Military Services, and the Secretary of Defense directs the Secretary of Treasury to make the required Treasury payment.

### **Assumptions**

The Board sets the long-term economic assumptions for each valuation performed for funding purposes. Prior to FY 2010, the same long-term assumptions were used for the financial statement valuations. The distinction between the two different valuations is discussed below.

For the FY 2013 financial statement valuation, the long-term assumptions were 4.3% interest, 2.4% CPI, and 2.8% salary increase. (For the FY 2013 funding valuation, the long-term assumptions were 5.5% interest, 3.0% CPI, and 3.5% salary increase. Note that the term

## DoD MRF Notes to the Principal Financial Statements\_\_\_\_\_

“interest” refers here to the interest rate used to discount cash flows. The terms ‘interest rate’ and ‘discount rate’ are often used interchangeably in this context.)

For the FY 2012 financial statement valuation, the long-term assumptions were 4.6% interest, 2.6% CPI, and 3.0% salary increase. (For the FY 2012 funding valuation, the long-term assumptions were 5.5% interest, 3.0% CPI, and 3.5% salary increase.)

The difference in the long-term assumptions between funding and financial statement valuations is attributable to SFFAS No. 33. The standard is discussed further below. Other assumptions used to calculate the actuarial liabilities, such as mortality and retirement rates, were based on a blend of actual experience and future expectations. Because of reporting deadlines, the current year actuarial present value of projected plan benefits for the MRF financial statement is rolled forward from the prior year valuation results as reported in the OACT report “Valuation of the Military Retirement System” using accepted actuarial methods. Adjustments are made as necessary to put liabilities on a financial statement basis.

In the selection of the valuation date, SFFAS No. 33 allows for actuarial liabilities to be rolled forward from the prior year valuation results. The effects of changes during the year in major factors such as actual pay raises and cost of living adjustments have been incorporated in the roll-forward adjustment. In calculating the FY 2013 “roll-forward” actuarial liability, the following assumptions were used:

	<u>Inflation (CPI)</u>	<u>Salary</u>	<u>Interest</u>
Fiscal Year 2013	1.7% (actual)	1.7% (actual)	4.6%
Fiscal Year 2014	2.0% (estimated)	1.0% (estimated)	4.3%
Long-Term	2.4%	2.8%	4.3%

For purposes of the Fund’s financial reporting, this roll-forward process is applied annually.

Contributions to the MRF are calculated so as to maintain the Fund on an actuarially sound basis. This means that there will be sufficient funds to make all benefit payments to eligible recipients each year, and that the Fund balance is projected to eventually equal the actuarial liability; i.e., all unfunded liabilities are liquidated. In order to accomplish this objective, normal costs are calculated to fully fund the current year projected liability for military personnel. In addition, amortization payments are calculated to fund liabilities that were present at plan inception (initial unfunded liability) and any emerging actuarial gains or losses.

The initial unfunded liability of the program was amortized over a 50-year period through the FY 2007 payment. At its August 2007 meeting, the Board decided to decrease the period over which the initial unfunded liability is fully amortized by 8 years. Their decision was made to ensure that, at a minimum, the amortization payment covered the interest on the unfunded actuarial liability. Therefore, starting with the FY 2008 payment, the initial unfunded liability is being amortized over a 42-year period, with the last payment expected to be made October 1, 2025. All subsequent gains and losses experienced by the system are amortized over a 30-year period. Chapter 74 of Title 10, United States Code (U.S.C.), requires that the Board approve the methods and assumptions used to (1) compute actuarial costs and liabilities, (2) amortize the initial

## **DoD MRF Notes to the Principal Financial Statements**

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unfunded liability, and (3) amortize all actuarial gains and losses. The Board is a Federal Advisory Committee appointed by the Secretary of Defense.

SFFAS No. 33, as published on October 14, 2008 by FASAB, requires the use of a yield curve based on marketable U.S. Treasury securities to determine the interest rates used to calculate actuarial liabilities for federal financial statements. Historical experience is the basis for expectations about future trends in marketable U.S. Treasury securities.

The statement is effective for periods beginning after September 30, 2009, and applies to information provided in general purpose federal financial statements. It does not affect statutory or other special-purpose reports, such as pension or Other Retirement Benefit reports. It requires a minimum of five periodic rates for the yield curve input and consistency in the number of historical rates used from period to period. It permits the use of a single average interest rate if the resulting present value is not materially different from what would be obtained using the yield curve.

OACT annually performs two MRF valuations. The primary one is for funding purposes—this valuation is governed by Chapter 74 of Title 10 U.S.C. and must use methods and assumptions approved by the Board. The other is for financial statement purposes and is governed by FASAB standards. For the September 30, 2013, financial statement valuation, OACT determined an SFFAS equivalent interest rate of 4.3% by using quarterly zero coupon Treasury spot rates (a series published by the Office of Thrift Supervision through December 31, 2011, and Department of Treasury-Office of Economic Policy thereafter) from June 30, 2003, to March 31, 2013. In the summer of 2013, the Board approved an interest rate of 5.5% for the September 30, 2013, funding valuation, which differs from the SFFAS equivalent rate by 120 basis points. Using the SFFAS No. 33 long-term economic assumptions increases the MRF actuarial liability by 10%.

### **Military Services Contributions**

The contributions from the Military Services are the product of basic pay and normal cost percentages (NCPs) determined in accordance with the methods and assumptions approved by the Board. Basic pay generally increases each year, and on January 1, 2013, there was a 1.7% across-the-board basic pay increase. The NCPs for FY 2013 were promulgated by the Board in their July 2011 letter: 32.1% (full-time) and 24.4% (part-time). The NCPs for FY 2014 were promulgated by the Board in their July 2012 letter: 32.4% (full-time) and 24.5% (part-time). The above NCPs are based on the Board's funding valuation, not the financial statement valuation (SFFAS No. 33), and are calculated without regard to the concurrent receipt provisions of Sections 1413a and 1414 of Title 10, U.S.C.

### **Market Value of Investments**

The market value of MRF's nonmarketable market-based securities as of September 30, 2013 totaled \$526.2 billion as reflected in Note 4, Investments and Related Interest.

# DoD MRF Notes to the Principal Financial Statements\_\_\_\_\_

## Note 8. Other Liabilities

As of September 30

2013

Current  
Liability

Noncurrent  
Liability

Total

(Amounts in thousands)

### Intragovernmental

Custodial Liabilities	1,801	0	1,801
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Total Intragovernmental Other Liabilities	\$ 1,801	\$ 0	\$ 1,801
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### Nonfederal

Contingent Liabilities	206	0	206
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Total Nonfederal Other Liabilities	\$ 206	\$ 0	\$ 206
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<b>Total Other Liabilities</b>	<b>\$ 2,007</b>	<b>\$ 0</b>	<b>\$ 2,007</b>
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As of September 30

2012

Current  
Liability

Noncurrent  
Liability

Total

(Amounts in thousands)

### Intragovernmental

Custodial Liabilities	1,770	0	1,770
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Total Intragovernmental Other Liabilities	\$ 1,770	\$ 0	\$ 1,770
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### Nonfederal

Contingent Liabilities	192	0	192
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Total Nonfederal Other Liabilities	\$ 192	\$ 0	\$ 192
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<b>Total Other Liabilities</b>	<b>\$ 1,962</b>	<b>\$ 0</b>	<b>\$ 1,962</b>
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## Information Related to Other Liabilities

Intragovernmental Custodial Liabilities represent a liability for the MRF comprised of interest, penalties, and administrative charges to be collected on behalf of U.S. Treasury. This amount is also reported as a nonfederal accounts receivable on Note 2, Nonentity Assets.

Nonfederal Other Liabilities represent contingent liabilities payable by the DoD for estimated death payments. These liabilities cover the retiree benefits not paid by the Department of Veterans Affairs during the month of death. This amount is also reported on Note 6, Liabilities not Covered by Budgetary Resources and on Note 9, Commitments and Contingencies

# Note 9. Commitments and Contingencies

## Information Related to Commitments and Contingencies

Currently there are no known contingent liabilities pending legal action.

The MRF has an estimated contingent liability of \$206 thousand that is measurable and probable and, therefore, has been recorded in the accounting records. These liabilities cover the retiree benefits not paid by the Department of Veterans Affairs during the month of death. This amount is also reported on Note 8, Other Liabilities.

The DOD MRF has not historically applied Public Law 94-106 (known as the TOWER Amendment) to conventional High 36 Retirements of Military Members (from Public Law 99-348). This was identified as legally insufficient by DODIG auditors in FY 2012. TOWER Amendment applications (also known as look backs) should be applied at the time of retirement, as well as at the time of the Cost of Living Adjustment (COLA) after retirement. As these look backs were not being applied to High 36 retirees, there is a contingent loss to the fund representing corrective retroactive payments to the effected members.

There is legislation currently under consideration by the United States Congress (HR 1960) to retroactively eliminate the TOWER applications at time of COLA. Whether or not this legislation becomes law in FY 2014 will directly affect the contingency loss to the MRF. Should this legislation become law as currently written (which management has deemed very likely), then the retroactive corrective payments would be greatly reduced in measure. The range of the potential contingency loss due to these corrective payments would (approximately) be between \$65,000 and \$90,000,000 depending on the legal outcome of HR 1960.

## Note 10. Disclosures Related to the Statements of Net Cost

### Intragovernmental Costs and Exchange Revenue

As of September 30	2013	2012
(Amounts in thousands)		
<b>Military Retirement Benefits</b>		
Gross Cost		
Intragovernmental Cost	\$ 200,091	\$ 0
Nonfederal Cost	84,627,858	92,280,886
Total Cost	\$ 84,827,949	\$ 92,280,886
Earned Revenue		
Intragovernmental Revenue	\$ (110,016,380)	\$ (104,506,237)
Total Revenue	\$ (110,016,380)	\$ (104,506,237)
Losses/(Gains) from Actuarial Assumption Changes for Military Retirement Benefits	\$ 11,906,250	\$ 77,190,242
Total Net Cost	\$ (13,282,181)	\$ 64,964,891

## DoD MRF Notes to the Principal Financial Statements\_\_\_\_\_

### Information Related to the Statements of Net Cost

The Statements of Net Cost (SNC) represents the net cost of programs and organizations of the Federal Government that are supported by appropriations or other means. The intent of the SNC is to provide gross and net cost information related to the amount of output or outcome for a given program or organization administered by a responsible reporting entity.

Intragovernmental costs and revenue represent transactions made between two reporting entities within the federal government. Public costs and revenues are exchange transactions made between the reporting entity and a nonfederal entity.

Intragovernmental Earned Revenue is comprised of the following amounts:

### Intragovernmental Earned Revenues for Program Costs

(Amounts in thousands)	FY 2013	FY 2012
1. Military Service Contributions as a Percentage of Base Pay	\$ 20,528,294	\$ 21,863,491
2. Annual Treasury Unfunded Liability Payment	67,733,000	64,751,000
3. Annual Treasury Normal Cost Payment	6,791,000	5,376,000
4. Interest on Investments	14,963,208	12,515,746
5. Gains on Disposition of Investments	<u>878</u>	<u>0</u>
<b>Total</b>	<b>\$ <u>110,016,380</u></b>	<b>\$ <u>104,506,237</u></b>

The MRF complies with SFFAS No. 33, Pensions, Other Retirement Benefits, and Other Postemployment Benefits: Reporting the Gains and Losses from Changes in Assumptions and Selecting Discount Rates and Valuation Dates. The standard requires the separate presentation of gains and losses from changes in long-term assumptions used to estimate liabilities associated with pensions, other retirement and other postemployment benefits on the SNC. The SFFAS No 33 also provides a standard for selecting the discount rate and valuation date used in estimating these liabilities. The DoD Office of the Actuary changed long-term inflation and salary increase assumptions to be consistent with the underlying Treasury spot rates used in the valuation.

### Note 11. Disclosures Related to the Statements of Changes in Net Position

There was a difference of \$54.7 billion between Appropriations Received on the Statements of Changes in Net Position (SCNP) and Appropriations on the Statements of Budgetary Resources (SBR). The MRF records contributions as revenue on the SCNP, while contributions are recorded as Appropriations on the SBR. This is in accordance with Office of Management and Budget reporting requirements. Refer to Note 12, Disclosures Related to the Statements of Budgetary Resources for further information.

During FY 2013, MRF implemented Statement of Federal Financial Accounting Standards (SFFAS) 43, Funds from Dedicated Collections: Amending SFFAS 27, Identifying and

## DoD MRF Notes to the Principal Financial Statements\_\_\_\_\_

Reporting Earmarked Funds. SFFAS 43 provides clarifying language when classifying funds and additional reporting alternatives for financial statement presentation and note disclosure. Prior year balances were restated to comply with the current presentation. Refer to Note 15, Restatements, for additional information.

### Note 12. Disclosures Related to the Statements of Budgetary Resources

As of September 30

2013

2012

(Amounts in thousands)

Net Amount of Budgetary Resources  
Obligated for Undelivered Orders at the End  
of the Period

\$

0.00

\$

0.00

### Information Related to the Statements of Budgetary Resources

The MRF reported \$54.7 billion of direct obligations that are exempt from apportionment.

The Statements of Budgetary Resources (SBR) includes intraentity transactions because the statements are presented as combined.

Public Law 98-94, *The Defense Authorization Act of 1984*, authorized MRF and provided a permanent, indefinite appropriation.

The MRF's unobligated balances of budget authority represent the portion of trust fund receipts collected in the current fiscal year that exceeds (1) the amount needed to pay benefits or other valid obligations and (2) the receipts temporarily precluded from obligation by law. The receipts, however, are assets of MRF and are available for obligation as needed in the future.

There was a difference of \$54.7 billion between Appropriations Received on the Statements of Changes in Net Position (SCNP) and Appropriations on the SBR. The MRF records contributions as revenue on the SCNP, while contributions are recorded as Appropriations on the SBR. This is in accordance with Office of Management and Budget reporting requirements.

# DoD MRF Notes to the Principal Financial Statements

## Note 13. Reconciliation of Net Cost of Operations to Budget

As of September 30

2013

2012

(Amounts in thousands)

### Resources Used to Finance Activities:

#### Budgetary Resources Obligated:

Obligations incurred	\$ 54,668,338	\$ 52,495,209
Obligations net of offsetting collections and recoveries	\$ 54,668,338	\$ 52,495,209
Less: Offsetting receipts (-)	(67,733,000)	(64,751,000)
Net obligations	\$ (13,064,662)	\$ (12,255,791)
<b>Total resources used to finance activities</b>	<b>\$ (13,064,662)</b>	<b>\$ (12,255,791)</b>

### Resources Used to Finance Items not Part of the Net Cost of Operations:

<b>Total resources used to finance the Net Cost of Operations</b>	<b>\$ (13,064,662)</b>	<b>\$ (12,255,791)</b>
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### Components of the Net Cost of Operations that will not Require or Generate Resources in the Current Period:

Components Requiring or Generating Resources in Future Period:

Other (+/-)	41,861,602	116,995,417
Total components of Net Cost of Operations that will Require or Generate Resources in future periods	\$ 41,861,602	\$ 116,995,417

#### Components not Requiring or Generating Resources:

Depreciation and amortization	\$ 0	\$ 0
Revaluation of assets or liabilities (+/-)	199,213	0

#### Other (+/-)

Trust Fund Exchange Revenue	(42,282,502)	(39,755,237)
Cost of Goods Sold	0	0
Operating Material and Supplies Used	0	0
Other	4,168	(19,498)

Total Components of Net Cost of Operations that will not Require or Generate Resources	\$ (42,079,121)	\$ (39,774,735)
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<b>Total components of Net Cost of Operations that will not Require or Generate Resources in the current period</b>	<b>\$ (217,519)</b>	<b>\$ 77,220,682</b>
<b>Net Cost of Operations</b>	<b>\$ (13,282,181)</b>	<b>\$ 64,964,891</b>

### Information Related to the Reconciliation of Net Cost of Operations to Budget

The following note schedule lines are presented as combined instead of consolidated due to intraagency budgetary transactions not being eliminated:

- Obligations Incurred.
- Obligations Net of Offsetting Collections and Recoveries.
- Less: Offsetting Receipts.
- Net Obligations.



## **DoD MRF Notes to the Principal Financial Statements\_\_\_\_\_**

Components Requiring or Generating Resources in Future Periods – Other represents the change in future funded expenses that will not become due and payable until an annuitant becomes entitled to receive benefit payment.

Components not Requiring or Generating Resources – Other displays the change in accounts receivable since the beginning of both FY 2013 and FY 2012. These amounts represent refunds receivable and changes in bad debt for erroneous payments to military retirees or their survivors.

### **Note 14. Subsequent Events**

Subsequent events have been evaluated from the balance sheet date through December 9, 2013 which is the date of the financial statements were available to be issued. Management determined that there were no other items to disclose as of September 30, 2013.

### **Note 15. Restatements**

During FY 2013, MRF implemented Statement of Federal Financial Accounting Standards (SFFAS) 43, Funds from Dedicated Collections: Amending SFFAS 27, Identifying and Reporting Earmarked Funds. SFFAS 43 provides clarifying language when classifying funds and additional reporting alternatives for financial statement presentation and note disclosure. Prior year balances were restated to comply with the current presentation. The restatement had no dollar value impact to any MRF balance; the restatement removed the “Funds From Dedicated Collections” (formerly “Earmarked Funds”) attribute from all MRF USSGL account balances and related financial statement and footnote presentations. Refer to Note 11, Disclosures Related to the Statements of Changes in Net Position for additional information.